Royal Commission on the Future
of the Toronto Waterfront

# INTERIM
# REPORT

AUGUST
1989

David Crombie, Commissioner

Toronto, Canada

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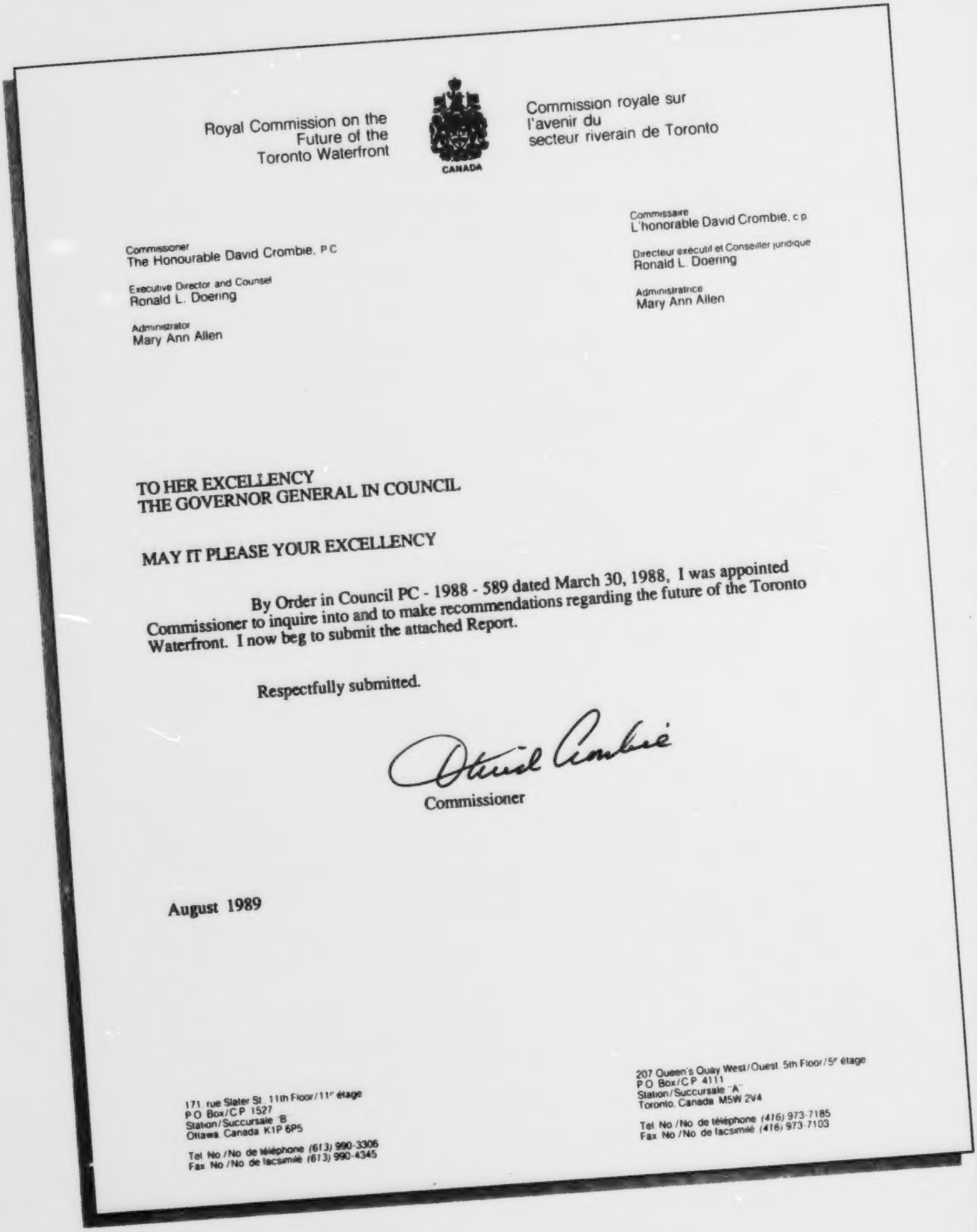

Royal Commission on the
Future of the
Toronto Waterfront

CANADA

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l'avenir du
secteur riverain de Toronto

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TO HER EXCELLENCY
THE GOVERNOR GENERAL IN COUNCIL

MAY IT PLEASE YOUR EXCELLENCY

By Order in Council PC - 1988 - 589 dated March 30, 1988, I was appointed Commissioner to inquire into and to make recommendations regarding the future of the Toronto Waterfront. I now beg to submit the attached Report.

Respectfully submitted.

David Crombie
Commissioner

August 1989

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# Preface

On 30 March 1988, the federal government appointed the Honourable David Crombie to act as a one–person Royal Commission to study the Toronto waterfront.

The Commission has a mandate to "make recommendations regarding the future of the Toronto Waterfront, and to seek the concurrence of affected authorities in such recommendations, in order to ensure that, in the public interest, federal lands and jurisdiction serve to enhance the physical, environmental, legislative and administrative context governing the use, enjoyment and development of the Toronto Waterfront and related lands", and, particularly, to examine the role and mandate of the Toronto Harbour Commissioners; the future of the Toronto Island Airport and related transportation services; the issues affecting the protection and renewal of the natural environment insofar as they relate to the federal responsibilities and jurisdiction; the issues regarding the effective management of federal lands within the Toronto waterfront area; and the possible use of federal lands, facilities, and jurisdiction to support emerging projects, such as the proposed Olympic games and World Fair 2000.

The Commission's recommendations are based on information from research studies and hearings. During its first year, the Commission published seven major reports:

*Environment and Health: Issues on the Toronto Waterfront; Housing and Neighbourhoods: The Liveable Waterfront; Access and Movement; Parks, Pleasures, and Public Amenities; Jobs, Opportunities, and Economic Growth; Persistence and Change: Waterfront Issues and the Board of Toronto Harbour Commissioners;* and *The Future of the Toronto Island Airport: The Issues.*

Beginning in January 1989, and over a period of six months, the Royal Commission held a series of public hearings; more than 300 groups and individuals came forward with submissions that illustrated people's profound interest in the future of their waterfront. A list of all deputants can be found in the appendix to this report.

The Commission will continue to gather information, invite public participation, and publish further material over the next year. During that time, the Commission will make further recommendations on important matters of public policy related to the waterfront, consistent with its mandate, as circumstances and opportunities allow.

# *Introduction*

> We shall not cease from exploration
> And the end of all our exploring
> Will be to arrive where we started
> And to know the place for the first time
>
> *T. S. Eliot*
> *Four Quartets. Little Gidding, V*

Waterfronts have always been among humankind's special places: as centres of commerce; as points of departure and arrival; as places to build cities; as places on the edge of the real world and the world of imagination. New hopes rose with each new shoreline rising above each new horizon. New possibilities. New futures.

Indeed, the history of most of the world's cities (and for that matter, most of its towns, villages, and encampments) begins on and with their waterfronts. The practical reasons are fairly obvious: a need for readily available drinking and cooking water; water for cleansing and irrigation; and water vital for transportation and food. Until about 150 years ago, when the Railway Era began, the only way to move large quantities of raw materials and finished goods was over water routes; and even today, water transportation is important worldwide.

That many of the early waterfront encampments, or outposts, or granaries or depots went on to develop into some of the major cities of today was only partly an accident of history. The other part was by design, a strategy for growth that paid dividends.

Toronto was born on the waterfront. Long before the Simcoes. Long before the Town of York. Deep in the mists of aboriginal time, the Toronto Carrying Place was a centre of trade, stabilized by community and endowed with spiritual significance.

When Toronto embraced the Railway Era in the 1850s, there were few hints of the City that would emerge, the City the railways would help to create. And if the City was cut off from its waterfront by dozens of sets of tracks flowing in and out of each other in the new lands south of Front Street — and it was — it is also clear that the City and its people benefited mightily. Having secured a major share of a new technology, and established a formula for economic success that remains potent to this day, Toronto drew hundreds of industries to its shores over the years. And as energetic cities do, it began to attract people from other parts of Canada and from all over the world: creative people, people with dreams and ideas, people seeking freedom and better prospects, people whose children and their ensuing generations would keep Toronto vigorous. And the City prospered.

But as railways and then expressways cut people off from their waterfront, as people looked elsewhere to live, work, and play, and as our economic drive brought greater prosperity to more and more people, our perspective changed dramatically. The significance of waterfronts was lost and their importance diminished; the great contribution of our river valleys was no longer understood or taught and, save for a few hardy souls, the essential role of Nature in the City was all but forgotten. Progress meant industry and industry meant railways. Railways required land for track and cities agreed to separate themselves from their waterfronts in order to capture the opportunities the railways offered.

But in our time the railways have become more interested in profit from the land than in service from the track; ships have changed their technologies and their trade routes; the economic base of cities is being changed and there has been a significant shift in human values. People are coming back to our waterfronts for pleasure and solace in a way that their great–grandparents would have understood.

This is dramatic, powerful, and far–reaching historical change: from Barcelona to Boston, from Halifax to Vancouver, from Shanghai to Toronto, reawakened waterfronts are being reclaimed by their cities and, in the process, both are being transformed in form, function, and image. And not just physically: as each city grapples with complex, unco-ordinated, and historic forces, we find ourselves rediscovering the meaning of waterfronts, economically, ecologically, historically, spiritually.

We are back to fundamentals. Back to basic principles and essential questions — here, in the City where, according to Lewis Mumford, "the separate beams of life" are brought together and "the issues of civilization are brought into focus". The pull of ancient connections, origins, and identities merges with overwhelming events that suggest new opportunities, new dreams, and new questions. What purposes should our reclaimed waterfront serve? What should it look like? What should it become? A place to live? A place to work? A place to play? A combination of all of these? Only two of them? In what ratios? What proportion? What scale? What kind of work? What kind of play? And so on.

In answering these questions, cities define themselves, become distinct, and develop their own characters. As products of time, place, and circumstance, cities become what they are by the way in which they are treated by each generation.

The people of Toronto instinctively understand this. They understand the importance of what is being done on their waterfront today. They understand the unique historic opportunity that the waterfront gives this metropolitan city. And the care, indeed the passion, with which they have presented their views and ideas to this Commission says that they will accept nothing less than the best we can do — that they want it done right. That the chance to do it right will not come again for a long time.

That is why, early on, they expressed their dismay and anger at some of the redevelopment in the Central Waterfront. They feel that, at the moment their waterfront was reappearing, it was being lost again. That instead of being joined to it, they were being further separated from it. That instead of being opened up, the waterfront was being walled off.

But the hundreds of people coming before the Commission also registered a strong faith in what could be done to make things better. Time and again, they expressed their belief that Toronto's way of doing things, its values, its civic traditions could and should be used to deal with the forces that affect the future of the waterfront.

They offered words to describe their instincts about Toronto. Words like opportunity, tolerance, and orderliness. Words that speak of the virtues that reach back to our roots, explain our sense of civic stewardship, and underpin the City's ongoing success.

Calling opportunity a basic Toronto value comes close to being self–evident. With a few pauses, Toronto has been a place at the cutting edge, a magnet for new ideas, and a resource in realizing them. In Toronto, as in all vigorous cities, opportunities beget opportunities.

Moreover, there has always been an ongoing opportunity to affect the course of the city itself — a sense that Toronto is a work in progress and that its directions can be changed. People who have been in Toronto for a while begin to develop a feeling of what they want it to be, what of its many facets would benefit from change, what should stay the same.

Tolerance has meant the near–total absence of violent confrontation. There are forums where people grapple with ideas, interest, and beliefs. When compromise is possible, compromise is made, but even when it is not possible, "losers" are left with the knowledge that, next time, they could just as easily be "winners": an idea has been rejected, not the person who proposed it. This climate of tolerance has also meant that sooner or later, "New Torontonians" (new arrivals or new generations, or both) will have their ideas and aspirations brought to the city's and the public's official attention and they will be given respectful consideration. Tolerance means that everybody learns that everybody counts.

Orderliness is a quaint and unwieldy word, but quaintness cannot detract from its importance in the building of Toronto. With all the transformations the City has experienced and all the conflicts it has had to resolve, nothing has ever truly gotten out of hand. That discipline (a better word, maybe, than orderliness) has been here from the beginning — a lingering legacy, no doubt, of Governor Simcoe's garrison days. It is a value, or a virtue, that has been drawn upon by each succeeding wave of New Torontonians, reinterpreted on occasion and adapted to specific circumstances, but always enriched along the way.

Toronto continues to recognize that freedom remains alive only in an atmosphere of order, that life here is played by a set of rules, and that the rules are meant to work for everybody. From this comes the assurance that nothing will ever get out of hand or out of control; that the City will never grow beyond its ability to solve its problems; that, when things start to go wrong, order will be restored and the right thing done.

Well, that's the faith. Easier to say than to do. Forging consensus rooted in these core values is the dull, hard work of democracy — an unrelenting, never–ending task that requires the energies, interests, and imaginations of many people over long periods of time. Sometimes their voices are not heard. Sometimes the thread is lost — or their visions are blocked. And sometimes the soul–numbing experiences of day–to–day battle create a tempting cynicism that obscures the progress being achieved.

Indeed, the values that we call opportunity, tolerance, and orderliness work best when people believe they themselves can make a difference; when they feel that their dreams can expand their realities; and when they feel that Toronto holds its own unique promise for them, a promise that can be fulfilled by their efforts, both individually and in community with others.

And so they came to the Commission to give us their vision of the waterfront. Pilots, boaters, sailors, and surfers representing a growing army of citizens seeking security of access and space to carry out their multiplying activities. Birdwatchers and field naturalists looking to preserve a sense of wilderness and the feel of Nature in the City. Residents and neighbours trying to extract from officialdom the basic rudiments of community services, facilities, and schools for themselves and their children. Housing advocates in desperate, endless pursuit of a fundamental human need. Industry staking its claim too, insisting with business and labour that jobs and economic opportunities are still basic to the idea of Toronto and the future of its waterfront. And many, many more people telling us that whatever is done, the waterfront should be open, accessible, public, and human in scale.

Environmental concerns, however, dominated the hearings. Whatever people's views on the future of the Toronto Island Airport, the Toronto Harbour Commissioners or Harbourfront, almost everyone urged the Commission to spend more time on environmental matters and to view the Commission's mandate through the prism of environmental responsibility.

There is, of course, no other choice. The Environmental Revolution is already here — and almost everybody knows it. Building on the perspectives of the conservation movement at the turn of the century and quickened by the tocsin sounded by the anti–pollution activists in the last 25 years, the environmental imperative today is hitting mainstream society with seismic force.

The Commission was immersed in new words as environmentalists mobilized language to describe their insights and to redefine our perception of life and reality: "ecosystem", "environmentally sustainable economic development", "bioregion", and other terms laced their presentations and focused our attention. If they are long on concept and short on practice, it is only because it is no simple task to change the thought processes and every–day behaviour of the gross wastemakers and ecological profligates that we have become in such a short time.

The fact is that, in the pursuit of its needs and pleasures, our throw–away society has poisoned the air, polluted the rivers, and contaminated the earth, without worrying or caring to learn about the long–term damage to the environment or the diminished and damaged opportunities we are passing on to future generations. Unswimmable beaches, undrinkable water, and unfishable rivers that have become sewers are the visible, touchable signposts of environmental carelessness and degradation.

No longer. People will put up with it no longer. The environmental movement has already begun to reorganize government policies and priorities, recast corporate strategies, and redefine community and individual responsibility and behaviour. It is raising fundamental questions — spiritual questions — about the relationship of humankind to Nature and to God. It has become a force strong enough to change the face and the function of waterfronts and cities around the world.

It's a long road back. And people are anxious to get on with it. They know that environmental responsibility must be the basis for any actions involving the future of the Toronto waterfront; that the waterfront and its river valleys are as environmentally interdependent as they are economically linked; that it is time economics and environment were brought together.

In the following pages, you will see how, in the first phase of its work, the Commission has considered the waterfront in light of Toronto's history, values, and contemporary issues. Because they are so fundamental to understanding the past, and to shaping the future, these will remain the bedrock of all that we do, and all we recommend that others do to create a better waterfront and thereby a better community. We are about important matters. Some solutions will be easy. Some will be hard. Imagination, energy, patience, and subtlety will be required. And maybe in the end we will learn what Eliot knew.

David Crombie
Toronto, July 1989

# 1. The Future of the Toronto Island Airport

This chapter examines the Toronto Island Airport (TIA) from its inception to the present, as it relates to the Toronto waterfront and as guiding principles, outlined elsewhere in this report, affect its operations. First, significant events in the Airport's history are highlighted, including the introduction of scheduled passenger service in the 1970s and Short Take–off and Landing (STOL) aircraft in the '80s, as well as the signing of the 1983 Tripartite Agreement by the City of Toronto, the Toronto Harbour Commissioners (THC), and the federal Minister of Transport.

The second section reviews submissions made by more than 50 deputants who appeared at seven days of hearings devoted to the Airport, which were held by the Royal Commission in January, February, and June 1989; it also assesses the issues raised at those hearings.

The third portion of this chapter has two parts: an analysis of issues examined by the Royal Commission, followed by final recommendations to the Government of Canada regarding the future of the Toronto Island Airport and related transportation services. Among the factors taken into consideration are the Airport's location on the waterfront, the needs of the travelling public and those of airline and aircraft operators, the effect of the Airport on the surrounding environment, and the comments made at the hearings.

## *1. Background*

The Toronto waterfront has played a part in Canadian aviation since 1909, when the first amphibious aircraft landed in the Toronto harbour. By the 1920s, use of the Toronto waterfront for commercial aviation was being seriously considered and, in 1937, the City approved construction of two municipal airports, one of which would be located on the Toronto Islands, the other at Malton. The

Toronto Harbour Commissioners were asked to manage the construction and operation of both airports.

The Toronto Island Airport, originally called Port George VI, is located approximately 2.4 kilometres (1.5 miles) southwest of the City centre and is served by a ferry with a terminus on the mainland at the foot of Bathurst Street, south of the intersection of Bathurst and Lakeshore Boulevard.

In the years after World War II, Malton (renamed Lester B. Pearson International Airport in the early 1980s) became the principal passenger airport for Toronto, while the Island Airport was used mainly for training, light private, and commercial aircraft.

In 1957, the City transferred ownership of Malton to the federal Department of Transport, in return for construction of airport facilities at TIA.

By 1967, TIA had become the fourth busiest airport in Canada, logging 240,000 flights; but only nine years later air traffic had decreased by 24 per cent. In 1971, Central Airways, a fixed base operator (FBO) at TIA, owned or leased 26 single–engine aircraft and employed about 30 people. It ran a flight training school and air charter service, and rented aircraft.

For a decade beginning in 1974, Air Atonabee offered scheduled passenger service from the Island Airport, using Canadian–built Saunders ST 27 aircraft; by 1984, it was carrying 25,000 passengers annually.

The Island Airport's operations were generally unprofitable and, in 1974, the federal government agreed to the Toronto Harbour Commissioners' request for a subsidy, subject to intergovernmental agreement on the future of the facility. In March of that year, the Joint Committee–Toronto Island Airport was convened with representatives from the federal, provincial, Metro, and City governments, as well as from local community organizations.

The Toronto Island Airport Intergovernmental Staff Forum (ISF) was established in 1975 to provide technical assistance to the Joint Committee and to evaluate alternative uses for the Airport site. After considering various possibilities, the ISF evaluated three in detail: a) using Airport lands for general aviation only; b) using them for general aviation and limited (Dash 7) STOL service; or c) phasing out the Airport and replacing it with recreational uses, with or without housing.

When the ISF tabled its findings in March 1977, the federal, provincial, and Metro governments favoured the general aviation/STOL option, while the City wanted general aviation only. Further discussions did nothing to bring the groups closer to a resolution of the matter.

Between February 1980 and March 1981, the Canadian Transport Commission (CTC), an independent body established to advise the federal Minister of Transport on the licensing of commercial air services, decided not to allow the operation of STOL services at TIA — both because the City opposed it and because Transport Canada was not committed to upgrading TIA.

The matter of the Airport's future remained a local issue until Toronto's City Council recommended in 1981 that a proposal by the Mayor be accepted; under it an agreement would be reached with the federal government and the THC to develop the Airport for general aviation and limited commercial STOL services — provided that the City's waterfront objectives could be protected.

In 1981, a Memorandum of Understanding (MOU) was signed by the federal Department of Transport, the City of Toronto, and the THC, detailing conditions under which a limited STOL passenger service could be established at the Airport; in 1982, the CTC issued a licence to City Center Airways to operate a commercial STOL service between Toronto Island, Ottawa/Hull, and Montreal/Victoria STOLports, using deHavilland Dash 7 aircraft.

On 30 June 1983, a 50–year Tripartite Agreement, which superseded the MOU, was signed by the City, the THC, and the Department of Transport, providing for continued use of City land at TIA for a public airport for general aviation and limited commercial STOL service. Under the Agreement, jet–powered flights are banned except for medical evacuations, emergencies, and flights during the Canadian National Exhibition Air Show. Aircraft movements are limited to ensure that the actual 28 NEF noise contour is respected and contained within the boundary of the official 25 NEF contour for 1990. (See page 29 for a further explanation of noise standards.) The agreement was amended in July 1985 to permit operation of the deHavilland Dash 8 aircraft at TIA.

In 1984, Air Atonabee, a small airline serving Toronto Island, was acquired and renamed City Express. Its operating base moved from Peterborough to the Island Airport, where it has continued to provide scheduled passenger services. Its business grew rapidly: in 1987 City Express carried 350,000 passengers, more than 10 times the number Air Atonabee had flown only three years earlier. The airline now serves Toronto, Montreal, Ottawa, London, and Newark, New Jersey.

## A. Toronto Airport System

For the Commission's purposes, the Toronto airport system is defined as comprising Pearson International, the Toronto Island, Buttonville, and Downsview airports. There are also facilities in Hamilton, Oshawa, and Barrie, and the potential for an airport at Pickering, but they are not part of this analysis. Of those examined, only Pearson International and Toronto Island have scheduled operations; Buttonville Airport occasionally accommodates scheduled passenger services.

### Lester B. Pearson International Airport

The two Toronto airports with significant passenger traffic are Pearson International and Toronto Island Airport. In 1987, Pearson had 314,000 flights, TIA 198,000; more than half of those at TIA were local, while the majority at Pearson were itinerant (i.e., travelling from one city airport to another).

### Buttonville Airport

Buttonville Airport, owned by Toronto Airways Ltd., is used primarily for general aviation and is currently the base for approximately 340 aircraft. Its main runway is adequate for short–distance commuter operations using small aircraft.

In 1987, Buttonville was the eighth busiest airport in Canada but generated revenues of only $2.4 million. In the past five years, it has accumulated losses of nearly $600,000 but, as a private facility, is ineligible for government subsidies.

The site is said to have a value of more than $120 million, raising the possibility that it could be redeveloped for other land uses; if the airport is closed, some traffic will likely move to TIA. The current owner has asked the federal government to purchase the lands if it wishes to retain the facility as an airport.

### Downsview Airport

Downsview Airport is used primarily by deHavilland Aircraft Company of Canada and by military helicopters. It was examined in the 1977 Toronto Island Study Program as a possible STOLport but eventually ruled out because of Downsview's proximity to Pearson International. Part of the original airport has recently been designated by the federal government as a housing site.

### Toronto Island Airport

The majority of the scheduled aircraft operating at Toronto Island Airport are turboprops, which are generally slower than turbojets — a significant disadvantage on routes of 322 kilometres (200 miles) or longer. However, because of the Airport's closer proximity to downtown Toronto's business district, turboprops operating from TIA can compete over longer distances with turbojets operating from Pearson.

Of the Airport's three runways, two are approximately 914 metres (3,000 feet) in length, and the third is 1,219 metres (4,000 feet). The longest runway is capable of handling turboprop aircraft carrying up to about 50 passengers over distances in the 300–to–400 nautical mile range, or one–and–a–half to two hours flight time. Small passenger jet aircraft, such as the British Aerospace Inc. BAe 146 can also operate over similar distances with reduced loads.

The largest aircraft now operating from the Island Airport is the 50–seat Dash 7, which competes with jets on routes of up to approximately 480 kilometres (300 miles). Recent studies have suggested the Airport's ability to handle between 800,000 and 1.2 million passengers annually in its existing role.

## B. Access to the Island Airport

### Ferry Service

Because of the Western Channel, which separates the mainland from the Toronto Islands, surface access to the Airport since it opened in 1939 has been by passenger and vehicle ferries. The first vessel was a cable ferry that pulled itself across the Channel along a steel cable, the ends of which were fastened to the retaining walls on either side of the Western Gap. In 1963 that vessel was replaced with a nine–passenger tug operated by the Toronto Harbour Commissioners. A separate City Parks Department vessel was used to transport freight.

In 1964 the THC purchased the *Maple City,* a ferry with a capacity for 100 passengers and four automobiles. The vessel continues to provide the main access to the Airport from a landside slip at the foot of Bathurst Street. Its 100–passenger limit is set by federal marine regulations. The *Maple City* makes four round trips every hour the Airport is in operation.

In 1987, the ferry carried 800,000 passengers and 37,600 vehicles. Concern has been expressed regarding its continued use, particularly because of its age and condition.

*Windmill Point, Maple City*'s sister vessel, has the same capacity and provides service when the latter is undergoing emergency repairs or routine maintenance.

Commercial parking space for approximately 125 vehicles is provided on the mainland by the Toronto Harbour Commissioners. The lot was recently relocated to a site immediately east of the ferry slip and is heavily utilized by passengers and Airport employees.

### Access Improvement Studies

Improved surface access to TIA has been the subject of many formal and informal studies, including the 1965 Atkins Hatch Study, the 1977 Metropolitan Toronto Planning Department Study, the 1982 Access Study Group Report, the 1982 City Center Airways Proposal, the Ontario Ministry of Transportation Proposal, and the 1985 City Express Access Study. These reports are summarized in the Royal Commission's publication number 7, *The Future of the Toronto Island Airport: The Issues.*

The studies present many options for access to the Airport, including improved ferry service, a pedestrian and/or service tunnel, and a bridge over the Western Channel. To date, none of the many recommendations has been implemented because there hasn't been the unanimous agreement needed from all parties involved.

## C. Legislation and Regulations

The Island Airport is a certified public-use airport operated by the THC. The design, operation, security, safety, and inspection of airport facilities are governed by the *Aeronautics Act, 1970*. The Canadian Transport Commission is responsible for awarding routes and for licensing air carriers in Canada. Subsequent to the Tripartite Agreement, the Canadian Transport Commission was reconstituted as the National Transportation Agency (NTA) in 1987.

The operation of the ferry to the Airport is governed by the *Canada Shipping Act, R.S.1985*. Regulation of land use near the Airport is the responsibility of the City of Toronto. The policies of the provincial Ministry of Municipal Affairs on compatible uses are contained in its document *Land Use Policy near Airports*; the Ontario Ministry of Housing regulates noise insulation provisions in nearby buildings.

The various zoning agreements and regulations controlling land use near the Island Airport include the Tripartite Agreement, Registered Airport Zoning, the Official Plan for Metropolitan Toronto (currently under review), City of Toronto Zoning By-law 20623, and the City of Toronto Official Plan (which is slated to be reviewed and updated).

The existing TIA terminal building has been designated as a significant architectural structure, which ensures its preservation under the *Ontario Heritage Act, 1986*, as well as under the Tripartite Agreement.

The 1983 Tripartite Agreement defines the role of the Airport as being primarily for general aviation and limited commercial STOL service. Under this Agreement, fixed-link access in the form of a vehicular tunnel, bridge or causeway is not permitted.

## D. Management

### Toronto Island Airport Ownership and Control

Ownership of the 87–hectare (215–acre) Toronto Island Airport site is complex: the Toronto Harbour Commissioners own the largest single parcel, approximately 65 hectares (162 acres) of land and 68 hectares (168 acres) of water. The City of Toronto owns a total of roughly 19 hectares (48 acres) of land and more than six hectares (16 acres) of water. The federal government owns two small land parcels with a total area of about two hectares (five acres). Parkland and waterlots south and east of the Airport are owned by Metropolitan Toronto. The unfilled lots to the west of the area are owned by the City and the THC but are controlled by the Province.

In 1957, when the City relinquished Malton Airport to the federal government in exchange for major improvements to the Island Airport, it also agreed that the THC would operate the Island Airport; in July 1962, it leased all lands located at the Airport to the Toronto Harbour Commissioners for 21 years. With the expiry of this lease, the Tripartite Agreement came into effect.

### Financial Responsibilities

In 1974, the THC realized that TIA revenues did not cover the combined operating costs of the Airport and the Airport ferry. Consequently, it requested subsidies from the federal and provincial governments as an alternative to closing the Airport. Transport Canada felt that the losses resulted, in part, from the absence of intergovernmental commitments to the continued use of the Airport and this, in Transport Canada's view, discouraged the capital investments necessary to improve profitability. The federal government agreed to assume the operating losses of the Airport until its future was decided. The Province, in keeping with its policy of providing surface access to airports, agreed to defray the operating losses of the Airport ferry.

The operations of both the ferry and the Airport have been increasingly unprofitable: annual deficits of the *Maple City* increased from $171,000 in 1978 to $469,000 in 1987, while operating losses at the Airport increased from $223,000 to $656,000 in the same years.

Under the 1983 Tripartite Agreement, the then–Minister of Transport agreed to seek funding to offset any deficit incurred by the THC in operating the Airport during the term of the lease. If the City or the THC, because of a lack of funding, advises the Minister that they no longer wish to be financially responsible for operating the Airport, the Minister has 90 days to indicate whether he or she intends to have Transport Canada take over its operations. If the Minister declines, the Airport must be closed, in which event lands currently in federal ownership would revert to the City. The City also retains the option of purchasing the THC lands.

### Revenue Sources

Current TIA–related revenue sources include: aircraft landing and parking fees, docking charges, land and hangar rentals, passenger terminal rentals, and car parking fees. Transport Canada levies a tax on all passengers departing from Canadian airports, including TIA. The revenues from this tax are allocated to the air navigation services and to airports that are federally owned and operated; they are not assigned to those airports, including TIA, that are not directly managed by Transport Canada.

### Revenue and Cost Comparisons

In 1987 TIA generated revenues of $797,000 from aircraft storage, gasoline fees, rentals, and landing fees. Over the past decade, revenues from aircraft storage have remained constant, while those from gasoline charges increased by 140 per cent, and those from rentals by 90 per cent. The largest increase was in landing fees, which rose from $17,000 in 1977 to $278,000 in 1987.

TIA's 1987 operating expenses totalled $1.45 million, compared with $552,000 in 1978, a compound annual rate of increase of 9.9 per cent. The Airport operating deficits rose from $223,000 in 1978 to $656,000 in 1987, a compound growth rate of 11.4 per cent annually; in other words, operating expenses have increased at a faster rate than revenues. The recorded deficits make no allowance for replacement of capital assets.

The combined Airport and ferry deficits in 1987 were approximately $1.12 million, compared to roughly $394,000 in 1978; the total deficit increased at a compounded annual rate of 10 per cent.

Transport Canada estimates that, from 1986 to 1990, additional revenue sources such as the leasing of additional land, public parking, new retail revenues, and passenger fees will generate a total of $3 million in incremental revenues. Of this amount, $2 million would be attributable to a proposed passenger user fee, $400,000 to paid parking, and $425,000 to increased land rentals. These would be equivalent to an average annual incremental income of $600,000, which would appear to cover the direct Airport operating costs. However, it would not provide for capital recovery or interest costs.

### Transport Canada Costs

Transport Canada is responsible for air traffic control and air navigation services, security, and general operations at the Airport. Its responsibility for customs and immigration is restricted to the provision of facilities. Transport Canada also contributes to the cost of general operations, as previously noted, by covering the Airport's operating deficit. Total gross costs to Transport Canada, therefore, are in the range of $1.5 million annually.

### Restructuring the Financial and Accounting Base of the Airport

The financial information above appears to indicate that, if all operational revenues and costs were taken into account, including the passenger tax raised at TIA, and given current general aviation and commercial passenger volumes, the TIA might be profitable. Whether this would be so if the costs of capital improvements and the operation of the ferry system were also included, requires further analysis.

## E. Environmental Issues

Environmental issues have figured prominently in the intergovernmental discussions on the Airport that have been held since the 1970s. These include the City's concerns about the adverse impact that the Airport might have on other waterfront uses, such as recreation and housing, as well as issues of noise and urban design.

In recent years, other environmental matters have been considered from time to time, but noise remains the primary public concern. Other considerations include soil and water contamination from aircraft fuel, cars, and buses; lakefill; chemical pollutants; and run–off problems. Although they have not yet become a matter of public comment, they may, in time, require further study.

### Airport Noise

Aircraft noise is a complex issue, and there is a wide gap between objective measurements of noise and a given person's psychological reaction to it. Perceptions of noise may vary within the same individual and between individuals. While the noise generated by a single aircraft can be measured and analysed, most techniques for predicting responses to it are based on the collective reactions of groups. Probable collective reactions are generally forecast by correlating noise complaint statistics in the vicinity of selected airports with prevailing aircraft noise characteristics and movements.

### The Noise Exposure Forecast (NEF) Model

Several mathematical models have been developed to express the combined effect of the variables that influence human response to noise as a single index. One model, the Noise Exposure Forecast (NEF), has been adopted in Canada for controlling land use in the vicinity of airports.

NEF contours are set around airports and include levels beyond which noise, as defined by NEF values, will not be tolerated. The contours generated by the model are generally drawn for the 40, 35, 30, 28 and 25 NEF levels and are used only as a guide.

Sociological surveys indicate that below 30 NEF, sporadic complaints may occur and noise may interfere with certain residential activities. Above 30 NEF, complaints may become increasingly vigorous and take the form of group action. And, above 40 NEF, legal action may be expected.

NEF values do not indicate real noise levels but, rather, are a measure of the likely psychological response of an affected community to the actual noise generated by aircraft movements at a particular location near an airport. The methodology used to determine these values does not consider such factors as differences in actual runway usage and flight paths from those assumed in NEF calculations; variations in noise transmission under different atmospheric conditions; helicopter movements; noise generated during taxiing; or differences in respondents' life styles.

In Canada, official NEF contours are prepared by Transport Canada and are published by the Central Mortgage and Housing Corporation as a guide for land use planners. There is no statutory requirement to comply with these standards, nor is an airport legally required to operate in the manner assumed for purposes of preparing the noise forecasts.

The significant NEF value for the Toronto Island Airport is 28, as stated in the Tripartite Agreement, which defines the maximum level of noise–related activity permitted while remaining tolerable to residents. According to the official 1990 NEF contour map there are no residents living within the 28 NEF contour.

### Tripartite Agreement Noise Controls

Under the Agreement, the THC is required to regulate the overall frequency of aircraft movements in order to contain the actual 28 NEF noise contour within the boundary of the official 25 NEF contour as shown on the 1990 contour map dated April 1978 (Reference Number OR11), prepared for the Canadian Mortgage and Housing Corporation by the Minister of Transport. Expansion of the actual 28 NEF contour westward, between two designated points on the official 25 NEF contour, is permitted.

Operations by jet–powered or excessively noisy aircraft are not permissible except under specified circumstances. The City may require that the NEF contours be revised (for example, to include seaplane noise if they average more than 30 movements daily in any calendar year).

The City may also require the Minister of Transport to specify flight paths for all helicopter operations at the Island Airport if their movements in a given year exceed 4,000 or if heavy helicopter movements exceed 500. The actual NEF contours include helicopter noise for any year during which designated flight paths have to be followed.

## F. Operational Safety

Limited Transport Canada information available on the past safety record of the TIA and its surrounding area shows that, between 1976 and 1986, there were 18 aircraft accidents resulting in minor injuries to three persons, serious injuries to one, and four deaths. The remaining 28 people involved were not injured. Most of these were pilots holding private and/or recreational class licences and all but two incidents occurred in daylight.

The rate of accident occurrence at TIA has remained substantially unchanged over many years, despite the development of more sophisticated aircraft operating procedures and landing aids.

## Emergency Services

Initial response to emergencies by crash, fire fighting, and rescue services at the Airport is the responsibility of its management. The equipment and procedures currently in place at TIA meet or exceed Transport Canada standards. The water supply system is being improved and a new, permanent fire hall is included in Transport Canada's plans for TIA.

Secondary emergency response is the responsibility of the municipalities and local boards within Metropolitan Toronto and is provided in accordance with the Metropolitan Toronto Emergency Response Plan dated September 1988.

In November 1987, an Emergency Response Exercise was carried out by local authorities in co–operation with the THC to test the TIA's emergency response capability. Results revealed the need for improved emergency procedures, particularly for those measures limited by ferry access across the Western Gap. These improvements were incorporated into the 1988 Emergency Response Plan but did not include a recommendation for a fixed–link access for safety reasons, although subsequently the Metro Toronto Emergency Planning Advisory Committee felt that improved access would help their emergency response capability.

## 2. The Hearings

From its inception, the Royal Commission on the Future of the Toronto Waterfront emphasized the importance it would be giving to the process of public consultation and to the information and ideas that result from that process. Therefore, the Commission held a total of seven days of hearings on the Toronto Island Airport, in January, February, and June 1989. By the end of that time, several key issues had been clearly defined: role, access, management, safety, noise, expansion, and TIA's future.

They are summarized below, and are outlined in further detail in the Commission's publication number 7, *The Future of the Toronto Island Airport: The Issues*. Community and individual views were carefully considered and were a factor in shaping the Commission's final recommendations.

Representatives of Transport Canada explained that the department's new policy encourages increased local responsibility for determining the needs and nature of local airports. Therefore, Transport Canada would encourage TIA's operators, the Toronto Harbour Commissioners, to increase revenues from airport operations but, beyond that, could not comment on policy matters.

Although the number of passengers using the Airport has fallen from a peak of 400,000 to 375,000 passengers last year, Transport Canada predicts an 11 per cent annual increase in passenger traffic at TIA until 1991, and a three per cent per annum growth until 2001. The projection is based on operations permitted under the existing Tripartite Agreement.

As a number of studies presented to the Royal Commission indicate, passenger volume would be likely to increase considerably if the Agreement were amended to permit jets, aircraft, and/or fixed–link access.

## A. Role

In recent years, there has been growing friction between general aviation users and scheduled carriers as the Airport has become increasingly commercialized. Different views were expressed on whether the Airport's dual role should be maintained or one aircraft category given priority over the other.

The City of Toronto's Mayor Arthur Eggleton told the Commission that the needs of all users could be met with proper planning, but that some general aviation traffic at TIA may have to go to another airport. A representative of the Board of Trade of Metropolitan Toronto said that it may be necessary to curtail or alter uses of TIA for general aviation purposes if there is more commercial traffic.

On the other hand, general aviation users complained that they have lost almost 100 aircraft parking spaces, and that parking fees have increased from $48 a month for a single–engine aircraft to $125 a month. According to an official of Transport Canada, the decision to reduce the number of parking spaces was made by the Toronto Harbour Commissioners.

The general manager of the THC said that increases in parking fees were necessitated by the continuing improvements made at the Airport and by the need to ensure that users pay a more equitable share of the operating costs; he assured the Commission that the general aviation community will continue to have an important role in the future growth and development of the Island Airport.

The president of City Express introduced figures to show that, in 1987, scheduled carriers (in large part, his own company) accounted for only nine per cent of the movements out of TIA but brought almost $20 million worth of improvements to it.

In discussing overall airport planning for the Toronto–centred area, the chief executive officer of Toronto

Airways Ltd., which runs Buttonville Airport, said that a commission should be established to oversee smaller airports, including TIA and Buttonville.

## B. Access

Access was one of the more contentious issues at the hearings: the only City–Airport link, the ferry *Maple City*, is perceived as either a bottleneck or a safety valve, depending on wider attitudes to the Airport.

Toronto Councillor Jack Layton sees the limitations of access by ferry as a positive aspect of the Airport and opposes even a pedestrian tunnel (which is not excluded by the Tripartite Agreement), on the grounds that it would be a thin–edge–of–the–wedge concession.

Metro Councillor Dale Martin argues that limitations of existing access are the only real control the City of Toronto has over Airport expansion; he fears that the Province of Ontario might "expropriate" the City's interest, to gain additional tax revenue from increased access and the presence of jet traffic.

Toronto Councillor Elizabeth Amer, a resident on the Toronto Islands for more than 40 years, questioned how the Islands could retain their name and character if a fixed link were established under or over the Western Gap.

Other opponents of fixed–link access included: Marion Bryden, NDP MPP for Beaches Woodbine and her party's urban transportation critic; the Toronto Island Residents' Association; the Roncesvalles–Macdonell Residents' Association; and the Harbourfront Residents' Association. Toronto City Council did not appear at the hearings, but is on record as opposing fixed–link access.

Opposition to access expansion was based primarily on a perceived need to maintain a cap on TIA activity, especially because of an anticipated increase in noise levels if more aircraft were permitted.

On the other hand, the owners and primary users of TIA, and Toronto's mayor favour a fixed link, preferably a vehicular tunnel limited to providing access for service and emergency vehicles and shuttle buses. The major tunnel proponents at the Commission hearings were those who would benefit from improved access: the general aviation community at TIA, most of whose representatives were members of the Canadian Owners and Pilots Association (COPA) Flight 32; the scheduled carriers, predominantly City Express; and the THC.

The submission of the THC's general manager was not specifically approved by its Board but was, he said, consistent with policies that have been taken by the Harbour Commissioners in the past. If a vehicular tunnel were built, he said, TIA might attract as many as 1,267,000 passengers annually by 1992. Based on a feasibility study, the THC was planning a new terminal that would ultimately accommodate 2.4 million passengers a year. Quoting another study, the general manager estimated that, without the tunnel, the number would be only 666,000 passengers.

The president of City Express said that, even without Airport expansion, his company expects more than 500,000 passengers by 1992. He supports the combination of a vehicular tunnel and a new terminal building.

The Staff Inspector for the Metro Toronto Police supported fixed–link access across the Western Gap, to accommodate secondary emergency response personnel, emergency vehicles, and equipment. He did not, however, provide sufficient evidence to support the recommendations he presented to the Commission, which included the assertion that there was a need for a two–lane tunnel, bridge or causeway.

Representatives from the Ministry of Health also voiced their opinion on existing access to the TIA; they perceive the ferry service as a weak link in an extremely sophisticated system designed to move patients as quickly as possible from various medical air bases across the province to appropriate medical care facilities in Toronto, and would like to see alternative access.

Other supporters of fixed–link access included the Planning Department of the Municipality of Metropolitan Toronto (although Metro Council had not taken a position on the issue at the time of the hearings) and the Board of Trade of Metropolitan Toronto.

## C. Management

The Canadian Owners and Pilots Association urged the Royal Commission to recommend new management of the Toronto Island Airport, on the basis that, rather than acting in the public interest, the THC operates TIA in a manner consistent with its own corporate objectives; these, a COPA representative said, are to turn it into a "mini–Pearson", apparently in line with a recent economic impact study by the independent consultants Acres International Ltd., on contract to the Toronto Harbour Commissioners. COPA objected to what it described as the THC's intention to turn TIA into a busy jet port, without public discussion and without being responsible to any federal minister, or to the Province.

The organization said it has confidence in the three new City–appointed members of the THC, but doubts they can control THC staff; COPA believes that, in these circumstances, the Airport should be removed from THC control and placed in the hands of a publicly accountable management body. COPA's president said that such an arrangement would eliminate any conflict of interest and ensure that the Airport is operated in response to public demands.

The chief executive officer of Toronto Airways Ltd. would prefer private management of TIA, but because most airports in Canada are publicly owned, recognizes that public management may be necessary at the Island Airport.

## Terminal Building

Construction of a new terminal building at TIA was raised at the hearings: the general manager of the Toronto Harbour Commissioners announced that the THC had authorized the steps necessary prior to construction of a new passenger terminal, apron extensions, and the creation of new paved tie–downs for general aviation. This building could eventually be expanded to 9,000 square metres (96,867 square feet) and include 10 gates capable of handling 2.4 million passengers annually.

Subsequently, however, during the hearings on 8 February 1989, Councillor Jack Layton (one of three City representatives on the five–person Board of Toronto Harbour Commissioners) said the terminal proposal was "under review."

Construction of a new terminal has not begun and is on hold pending the evaluation of this and subsequent terminal proposals tabled by City Express.

During the final day of hearings, City Express revealed another set of plans, for a nine–gate terminal building that, it felt, would meet the needs of both general aviation and scheduled carriers. The president of City Express also expressed his belief that a new terminal building and fixed–link vehicular access should go together, but that an improved terminal was required irrespective of whether a fixed link is built.

There is considerable support for preserving the present terminal building, most notably by the Toronto Historical Board, and various alternatives for its use have been presented. In the design favoured by THC staff, the old terminal would remain where it is now and serve as a portal into a new structure. Other suggestions included moving the building to parkland on Hanlan's Point just south of the Airport, where it could be used as an aviation museum.

## D. Safety

Although operational safety at TIA was not a major issue at the hearings, Mayor Eggleton expressed concern about the ability of current means of access to accommodate emergency vehicles, and advocated purchase of an on–site search and rescue helicopter at the Island Airport.

The Metro Toronto Police and the Ministry of Health also focused attention on improved access as it related to improved safety measures and procedures.

Other deputants, including some local residents, expressed their willingness to accept change at the Airport if improvements in environmental and safety measures were provided.

## E. Noise

Residents' associations and individual residents appeared before the Royal Commission to expression their concerns about the noise caused by aircraft using the Island Airport and about the way it affects their lives.

An official of Transport Canada said that itinerant general aviation and local aviation cause more noise than scheduled commercial flights. But a waterfront resident spoke of the need to close balcony doors in order to hear people on her phone and complained of aircraft revving their engines as part of maintenance procedures. Moreover, take–off and landing noise is believed to be a problem, as is the summertime operation of amphibious aircraft.

These complaints were supported by the submission of the Harbourfront Residents' Association, which represents people living in 14 condominiums, co–ops, and rental projects recently built along the Queen's Quay West waterfront. One Association executive noted that many residents have complained, but that no complaints have been acted on because Harbourfront Corporation, the landlord of the properties, has not objected to noise levels.

City Express denied it is a culprit, and described itself as very sensitive to the needs of its neighbours, only revving ("running up") engines on the part of the Airport field farthest from the residential area.

### Noise Exposure Forecast

On the basis of its Noise Exposure Forecast (NEF), Transport Canada says there is not supposed to be a noise problem at TIA. According to the NEF contours established in the Tripartite Agreement of 1983, no onshore area is affected beyond the minimal annoyance level.

A representative of British Aerospace predicted that ever–improving technology will reduce noise significantly in succeeding generations of aircraft, including commercial jets, and gave as an example one of the company's new aircraft, the BAe 146.

## F. The Future of the Airport

No deputants at the Royal Commission hearings advocated physical expansion of the Airport or lengthening of its runways. However, a former chief engineer of the THC proposed that TIA be relocated on the Leslie Street Spit, which would be enlarged by dredging. The proposal did not receive any support from other deputants.

Metro Councillor Dale Martin suggested the possible elimination of the Airport, which he sees as a non–conforming use on a waterfront increasingly devoted to cultural and recreational activities. He questions whether planning principles should be compromised on behalf of a commercial enterprise.

COPA members also requested a freeze on expansion until such time as definitive criteria have been established for the size of the terminal, and until issues of access and location have been resolved, and an overall land use zoning plan established.

### Expanded Aircraft Services

Generally speaking, those who want scheduled carrier services at TIA expanded also support the introduction of jets to the Airport, while those who oppose one oppose the other. The idea that some jets are quieter than some propeller–driven aircraft now using TIA was not accepted: Councillor Jack Layton said that the jet ban, spelled out with exemptions in the Tripartite Agreement, was not based on noise problems alone; the real concern was to prevent TIA from becoming a major waterfront airport.

City Express wants the Tripartite Agreement reopened to allow it and other scheduled carriers operating out of TIA to add a new generation of jet aircraft, using planes that meet existing NEF limitations and that could take off and land comfortably on the TIA's longest existing runway.

A representative of a fixed base operator (FBO) at the Island Airport would also welcome the opportunity to service small–jet traffic on the grounds that eliminating business jets renders general aviation FBOs uneconomic at TIA.

Members of the general aviation community offered varying opinions: one COPA member found it unbelievable that use of jets would be considered, while a COPA director argued that the jet ban is no longer necessary. However, the organization unanimously endorses the introduction of small business jets, if not commercial jets, to TIA.

# 3. Conclusions and Recommendations

## A. Conclusions

### Role

The analysis of the Toronto Island Airport contained in the Royal Commission's publication number 7, *The Future of the*

*Toronto Island Airport: The Issues,* makes clear that the Airport provides for only three per cent of Toronto's commercial air passenger traffic and, even under the most optimistic growth projections suggested at the hearings, would not likely increase to more than five or six per cent of total traffic.

The Royal Commission concludes that TIA should continue its existing role as an airport serving general aviation and limited commercial air passenger traffic, and that its operations should continue to be governed by the Tripartite Agreement amongst the City, the THC, and Transport Canada.

While the essence of the Agreement should be maintained, from time to time adjustments may be required in such areas as permissible noise levels, expansion, and access. Experience has shown that the Agreement is sufficiently firm to give the City and others concerned the assurances they need that uncontrolled growth at the Airport (with all its attendant effects) will not be permitted.

At the same time, the Agreement is flexible enough to provide for justifiable changes that will not disturb the balance between the Airport and other waterfront uses (as it was, for example, when landing rights were approved for Dash 8 aircraft, after the Agreement was signed).

Deputants to hearings about TIA held a range of opinions, from those who wanted to see it eliminated entirely to those who believed that both vehicular access and the role of the Airport itself should be widely expanded.

The Royal Commission rejects the view that the Toronto Island Airport should be closed, and does so for three reasons. First, TIA is an integral part of the history of both the Toronto waterfront and Canadian aviation. Second, it is a useful facility, as important to the many thousands who use it yearly for business and personal travel as it is to the generations of pilots who have learned to fly from its runways — all of whom would be needlessly inconvenienced by its closing. And third, a functioning TIA is integral to the concept of Toronto's working waterfront — a place where varied opportunities include the several hundred jobs generated by the presence of the Airport.

At the same time, the Royal Commission also rejects the idea of a major expansion of TIA, including the introduction of commercial jets and construction of a fixed–link vehicular tunnel, for the following reasons. First, both changes are clearly contrary to the Tripartite Agreement, which specifically excludes them. Second, the Airport would come to dominate the waterfront in a way that would destroy a healthy balance of existing uses. And third, TIA should remain a local airport serving general aviation and limited short haul carriers, without the runway extensions needed to permit additional aircraft.

Although the Province of Ontario currently pays the deficits incurred by ferry operations to the Airport, it did not advocate construction of a fixed link to TIA. Those who did support a vehicular tunnel on the basis that it was necessary for improved safety/emergency access, did not present adequate material to the Commission to support their views.

As part of a regional airport and transportation system, it is important for TIA to have planning, management, and operational links with the overall structure as well as with users of its own services and facilities. Good connections to other modes of regional public transport (GO, VIA, TTC, etc.) are also necessary if TIA is to play its proper role.

Later this year, the Commission will deal with transportation issues, including those related to the Airport.

The Commission's conclusions on the role of TIA support the weight of public opinion expressed at hearings of the Royal Commission. Although there were specific requests from interested parties, there was no overwhelming public demand for elimination of the Airport, for large–scale expansion of it or, indeed, for any change in its current role.

However, a fixed base operator at the Airport and representatives of general aviation companies did bring to the attention of the Commission the fact that changing technology could make it possible to support the presence of small business and cargo jets at TIA, providing they meet size, noise, and environmental constraints.

The Commission was made aware of the limitations of the NEF contours in reflecting actual noise at a particular location, as experienced by individuals. These limitations should be recognized when outlining future use of the NEF and in developing further plans for management improvements.

## Management and Accountability

The City of Toronto originally appointed the Toronto Harbour Commissioners as its agent to manage and operate the Airport. It is therefore appropriate that the City be the first to consider significant concerns about management raised by a number of deputants at the public hearings.

In its deliberations, the City will have two major alternatives: first, it may conclude that, with certain management improvements, the THC should continue to act as manager and operator of the Airport. Or, given the recommendation in Chapter 4 of this report (which would separate THC's Port and non–Port functions), the City may decide that it is now appropriate to replace the THC with an airport commission or authority.

If it chooses the latter, the City may then have to decide whether it should continue to be involved with the Airport or should transfer its interest to a regional or private–sector body, such as a Metro or Provincial airport authority (should one be created) or a private–sector consortium.

That, in turn, would necessitate negotiations with Transport Canada (to comply with federal policy), the Province, and/or Metro. If the private–sector management option were chosen, there would have to be a call for proposals.

In considering the issue of management, the following criteria might be appropriate:

- the need for public accountability in managing and operating the Airport;
- the need for efficiency and effectiveness in the regional airport system;
- the need to protect local interests;
- the need to balance TIA–related activity with other waterfront uses.

If the City, in consultation with Transport Canada, decided to replace the THC as Airport manager and operator, existing THC Airport staff should be protected where possible, and, where appropriate, they should be transferred to the new agency.

### Other Management Improvements

Irrespective of the decision on the management and operations, certain management improvements are required. These include:

- a more open and formal approach to airport planning with better links to the City's land–use planning and development approval process;
- a restructured financial and accounting base, including both capital and operating aspects of TIA's budget, to clarify the facility's financial position, particularly with respect to the allocation of operating costs and surplus revenue, and the goal of financial self–sufficiency;
- improved relations with Airport users, general aviation and commercial operators, as well as the travelling and general public; improved noise monitoring and stricter enforcement of hours of Airport operation;

- improved relations with the public, including follow–up and response to noise complaints; better public information and consultation processes (which, if the THC remains as manager and operator, would involve general release of the THC's monthly Airport performance reports to the City and to Transport Canada).

In addition to these management changes, other improvements to the Airport and its related services should be considered, including:

- an improved, expanded or new Airport terminal, the original terminal building to be preserved and possibly relocated, subject to further study;
- a second emergency response exercise to test the effectiveness of improvements to service and procedures incorporated in the 1988 Metropolitan Toronto Emergency Response Plan and arising from the initial Emergency Response Exercise of November 1987;
- a new or updated Airport plan to replace the existing draft developed by the Airport Authority Group (AAG) of Transport Canada, for consideration and use by the Airport's managers and operators. The Royal Commission notes that the existing AAG draft plan appears to support a balance between commercial and general aviation at the Airport (for example, by adding a new tie–down area for general aviation).

A new draft plan should be based on the following criteria:

(a) full public consultation that includes Airport users and nearby residents;

(b) a clear outline of user rights, especially as they relate to terminal space, access across the Western Gap, and general aviation tie–downs;

(c) incorporation in the plan of all proposed improvements to facilities, including the terminal building, safety/emergency measures, access, and noise monitoring;

(d) a clear–cut plan for complying with the goal of financial self–sufficiency.

Such a plan should be implemented only after formal review and approval by the City of Toronto.

## B. Recommendations

The Royal Commission makes the following recommendations:

1. The Toronto Island Airport should continue its dual role serving general aviation and limited air commuter operations within the Tripartite Agreement.
2. The City of Toronto, in consultation with Transport Canada, should consider whether to keep or replace the Toronto Harbour Commissioners as its agent in the management and operations of the Airport.
3. Irrespective of the response to the previous recommendation, the City and Transport Canada should require improvements in the management of the Airport, including a new financial and accounting base and improved public and user consultation processes.
4. A new plan should be prepared to reflect the role of the Airport as contemplated by the Royal Commission, ensuring that it remains at its existing scale within the waterfront environment, is cleaner and quieter, and is sensitive to the needs of its users.

# 2. The Role, Mandate, and Development Plans of Harbourfront Corporation

Harbourfront Corporation is a federal Crown corporation incorporated pursuant to the *Ontario Business Corporations Act, 1987*, and continued under the *Canada Business Corporations Act, 1975* , for the purpose of developing federal property on the shores of Lake Ontario in the City of Toronto.

The sole shareholder representing the Crown is the Minister of Public Works, through whom the corporation reports to Parliament.

The first section of this chapter describes Harbourfront Corporation's history, including a description of its role, mandate, and development plans, while section two is an account of the two days of presentations and seven days of hearings on these matters held by the Royal Commission in March and April 1989. The conclusions of the Royal Commission and its recommendations on Harbourfront are presented in the third section.

## 1. Background

In October 1972, when the federal government announced that it was establishing Harbourfront, it was described as a waterfront park, designed to provide year–round public facilities and activities. Federal ministers, on hand in Toronto for the occasion, portrayed it as "a gift" to the people of Toronto from the Government of Canada. The federal government said it was taking the initiative to expropriate and assemble the site because it believed that this was the last chance to prevent a "ceramic curtain" of high–rises from being built by private–sector interests. These interests were poised to develop the waterfront in a way that the federal government was convinced would permanently block public access to the waterfront.

It is significant that the announcement drew comparisons between the potential of the Harbourfront site and the attractiveness of Vancouver's Stanley Park, Quebec's Plains of Abraham, and London's Hyde Park — all parks in the traditional sense of the word.

Because the Harbourfront site was inaccessible, semi–derelict, and separated from downtown Toronto by more than a kilometre of equally run–down space, physical revitalization was obviously necessary. It was also clear that people would be drawn to the area only if there were activities that could attract them.

From the beginning, therefore, there was a sense that a mandate for both physical development and programming would be necessary and, in fact, programmed recreational activities began on the site in 1974, some time before physical redevelopment occurred.

## A. Harbourfront's Organizational Model

By 1978, the organizational form for achieving the government's objectives had been chosen: a Crown corporation, to be called Harbourfront Corporation, was to be established. Thinking had been crystallized in a "Development Framework", based on consultation with the provincial, municipal, and metropolitan governments and with the larger community. This document spelled out four goals:

- development of Harbourfront as Toronto's central urban waterfront;
- preservation and development of Harbourfront as a public place;
- development of Harbourfront in ways that would take into account its special location, conditions, and history;
- financial self–sufficiency through proper organization and management of the Harbourfront lands.

The new corporation was given two roles, which were formalized in a Management Agreement between the Minister of Public Works and the Corporation signed 13

June 1980. Under the Agreement, Harbourfront's two roles were:

- to develop, manage, and operate the site in accordance with the Development Framework, and
- to initiate, conduct or sponsor cultural, recreational, scientific, and educational programs that, in its opinion, were of advantage to the public.

The dual role and mandate of the corporation were endorsed by the City, Metropolitan Toronto, and the Province in 1981, when the Ontario Municipal Board gave its approval to the Official Plan and Zoning By–law covering Harbourfront's plans.

A Master Agreement signed by Harbourfront Corporation and the City defined the planning and development process the corporation was to follow in bringing its projects before City Council for approval, and gave Harbourfront rights to almost 700,000 square metres (7,535,000 square feet) of development.

The integration of Harbourfront's two roles was formally endorsed by the federal government in a number of ways, including its approval of the 1978 Development Framework, its subsequent approval of projects and corporate plans, and its decision in 1983 to permit the creation of a heritage or capital fund, described below.

The integration of the roles is reflected in the manner in which the corporation finances its operations: the goal of financial self–sufficiency reflected the hope that income from Harbourfront's development activities would be used to subsidize cultural and recreational programming, and two categories of development revenues were set up for this purpose.

The first category consists of proceeds from the sale of land, capitalized leases, and the sale of land and air rights; these proceeds are recognized in Harbourfront's financial statements but are recorded as a "restricted surplus" with cash deposited in a special Harbourfront account in the government's Consolidated Revenue Fund (CRF), also known as the Heritage Fund. Interest earned on this account is automatically credited to the corporation without restrictions on its use. Subject to government approval, Harbourfront may withdraw principal from the CRF account for purposes consistent with the development and financial objectives of the company. Such withdrawals have been used predominantly to fund capital expenditures on public infrastructure.

The second category comprises all other development revenues, including rental income and development fees, and is treated as normal, unrestricted corporate income.

In addition to development revenue, Harbourfront receives a significant portion of its total income from site operators (mainly food concessionaires and parking lot operators) and from corporate sponsorship and admission charges. Some program activities also receive funds from government cultural and artistic grant programs.

In Harbourfront's financial structure, development activities provide funds both to support capital spending on public infrastructure and to sustain a wide-ranging cultural and recreational program established by the corporation. The amount and, to some extent, the type of Harbourfront's programming activity has been influenced by the scale and type of development the corporation has been able to put in place.

## B. Federal Policy

The mandate and role of Harbourfront Corporation falls under the Federal Land Management Policy (FLMP), which has guided federal participation in land redevelopment (particularly in central area and waterfront regeneration) for the past 16 years.

Although the 1972 announcement of Harbourfront predated the promulgation of the FLMP in 1973, both events occurred when the government of the day had decided to become involved in the regeneration of Canadian cities. In fact, in 1969, recognizing that many of its policies had an impact on municipalities, it had created the Ministry of State for Urban Affairs (MSUA), in order to co–ordinate federal policy and the delivery of federal programs in urban areas.

MSUA led a troubled existence: it lacked clout at the Cabinet table; found its mandate challenged by the provinces and by other federal departments and agencies; and was unable to develop a municipal constituency. In 1979, the Ministry was abolished, as a cost–saving measure.

However, during this period the government had become involved in a number of urban redevelopment projects across the country, through various programs and arrangements and with several federal departments and agencies. Mechanisms included both federal and provincial Crown corporations, and both direct and indirect funding through grants and contributions.

While land redevelopment policy provided the primary justification for the federal involvement, in some cases it was done as a matter of economic/regional development policy; many — if not all — projects were given broader socio–economic objectives, and federal funding for them was allocated through a wide range of generally available federal subsidies or incentives in such areas as housing, job creation, tourism development, and cultural development. None of the federal government's other ventures, however, have carried their cultural, educational, and recreational activities as far or as successfully as Harbourfront Corporation has done. For them, such events and activities were an adjunct and not a major objective.

The demise of the MSUA signalled reduced federal involvement in cities, except for projects in which previous commitments remained to be fulfilled. This approach generally continues to this day, with the federal government's participation pretty well reduced to situations in which its own programs and associated lands are directly affected. Given that fact, the continued existence of Harbourfront Corporation is an anomaly.

When Prime Minister Mulroney took office in 1984, his government adopted certain broad policy themes as the basis of its decisions and initiatives; these include:

- better management;
- fiscal restraint;
- harmonious federal–provincial relations.

Land management was studied under the relevant policy themes and the government moved from using land management to help achieve broader socio–economic objectives to a policy of retaining and managing only those lands specifically required to support the delivery of federal programs.

In 1985, the Ministerial Task Force on Program Review ("the Nielsen Task Force"), led by the then–Deputy Prime Minister, recommended divestiture of the Harbourfront Corporation to the private sector or another level of government. Cabinet accepted the recommendation and directed the Minister of Public Works to determine how it could be implemented. A privatization study was suspended in 1987, pending a policy review of Harbourfront's role and mandate (see "Changing Conditions", in this section).

In December 1987, in the most recent public government statement on the FLMP, the President of the Treasury Board of Canada redefined its terms and application to the Toronto region, following the Board's review of a report on the strategic management of federal lands in Metropolitan Toronto. The President said that, in the Toronto region,

> the federal government will continue to hold lands that are appropriate to its operational needs. Lands not required for these purposes will be transferred to the appropriate jurisdictions or to other interests.

> Where the federal government agrees to transfer land, it is obligated to act in the best interest of Canada as a whole, including seeking full value of the land on behalf of taxpayers.

There are no known federal "operational needs" on the Harbourfront site.

## C. Federal Objectives and Harbourfront's Corporate Goals

The original federal objectives for Harbourfront may be inferred from the 1972 federal announcement of its formation. By intervening, the government was signalling its intention to establish a form of development that would be quite different in character from that intended by the private sector, which seemed to use as its model the Harbour Castle Hotel that had recently been completed.

What government spokesmen envisaged was revitalization of the site, not through the use of high–rises, but structures on a human scale, where a range of public amenities and activities would be provided in a park–like setting that took advantage of its waterfront location.

Over the next several years, debate continued among the four levels of government and the community at large about a set of goals for the project and development of a suitable planning framework. A consensus and a vision of Harbourfront's future slowly emerged but, as additional elements were added, the original concept changed almost imperceptibly, and began to include more buildings, an urban character, and reduced emphasis on park and open space.

It became clear that, in order to be successful, Harbourfront would have to become a community, a good place in which to live and work as well as to play and visit, and that it would have to have a special atmosphere and character.

What was envisaged was a project that would achieve excellence in its design, in its community life, and in the cultural, educational, and recreational events and activities that would be offered there. It was to be a rich and diverse mix of buildings, parks and open space, residents, visitors, and activities. The idea of an innovative project to enrich the community was translated into goal statements, the 1978 Development Framework, sub–area plans, conceptual drawings, and models.

More important, after some rocky beginnings, the Harbourfront Corporation itself had an *esprit de corps* — a sense of leadership, of knowing where the corporation was going and how to get there — that invoked confidence and support in the community.

A series of programmatic successes for cultural and recreational activities attracted growing numbers of people to the site. The design quality of the first buildings and the emerging mix of public and private uses and amenities gave credence to the view that the corporation was well on its way to success. Harbourfront's development formula, high–quality urban design combined with imaginative, varied programming appealing to a broad range of interests, even began to attract international attention.

By 1987, almost 350,000 square metres (3,767,000 square feet) of space had been built or was under construction, amounting to approximately half of the approved density. Some 4,000 residents were already living in the community, Harbourfront was staging some 4,000 events and activities annually, and attracting 3.5 million visitors.

At that time Harbourfront seemed on the point of achieving self–sufficiency, and could look forward to no longer being dependent on the federal government for capital and operating funds. In fact, the corporation was generating enough revenue to enable it to build up the Heritage Fund and to cross–subsidize program activities at a rate of some $5 to $6 million annually.

## Changing Conditions

Behind that apparently rosy picture, there were problems: the original concept had become blurred; public and municipal concern was expressed over the seemingly sudden appearance of high–rise residential blocks, which increased fears that the ceramic curtain which Harbourfront was designed to avoid would be erected, endorsed and supported by the federal and City governments.

There were fears that the promised parks would not be delivered; that Harbourfront Corporation had become too preoccupied with maximizing revenue generation to support its expanding and increasingly costly program activity, at the expense of maintaining the quality of its urban development and meeting the needs of the growing Harbourfront community; and that the City and federal governments had collectively failed to ensure that Harbourfront Corporation and the developers with whom it dealt were meeting planning and development obligations.

Conditions in surrounding areas were also changing and Harbourfront was no longer an isolated island of urbanity: the Central Bayfront was rapidly being built up at densities five times higher than those on the Harbourfront site, and plans were maturing for the Railway Lands, also at much higher densities than Harbourfront. The site for SkyDome had been selected, and construction was about to begin.

The changes made it necessary to reappraise Harbourfront's plans, and in February 1987 the City decided to conduct a land use review of Harbourfront. A month later the Government of Canada initiated a policy review of the corporation's role and mandate; the corporation had already begun a reappraisal of itself.

At the same time, the government and Harbourfront Corporation agreed with the City to suspend new developments pending completion of the reviews. A number of projects (now known as the "pipeline projects") that were partly through the approvals process were affected by the suspension.

The federal review was completed in September 1987, and on 5 October the then–Minister of Public Works, the Honourable Stewart McInnes, wrote to the Chairman of the Board Consiglio di Nino, to apprise him of the results of the review, and to ask the corporation to comply with its recommendations.

The Minister said:

> Circumstances and conditions having changed in the past few years, it is now timely to clarify the vision by: restating Harbourfront's goals; establishing new Development and Urban–Design Plans; and preparing for the evolution of Harbourfront's role and mandate. (Stewart McInnes (Ottawa), letter to Consiglio di Nino, 5 October 1987.)

He suggested what those new goals should be and indicated that the new plans should be negotiated and approved by the City, to include reduced densities, a shift in density away from the area south of Queen's Quay, height restrictions, plans to meet the City's demand for parks and open space (including the transfer of the water's edge to the City and a long–term operating agreement), and negotiations with developers of pipeline projects to ask them to relocate or modify designs.

In addition, the Minister wanted the corporation to start work immediately on a strategic 10–year programming plan, in order to enable it to prepare for possible evolution into another type of entity once the physical development of the site was complete.

Finally, the Minister wanted the corporation to replace the existing management and master agreements with new arrangements that would reflect new conditions and relationships.

## Revising Harbourfront's Development Plans

By the time of the Minister's letter, the corporation had prepared a new development plan, Harbourfront 2000, and was ready to begin discussions with the City and negotiations with the developers of the pipeline projects.

Harbourfront was able to persuade developers to make certain design changes to their projects, but could not convince them to relocate projects planned for the area south of Queen's Quay West in order to increase public accessibility and public use of these lands.

Nor was Harbourfront Corporation able to convince the City to accept its Harbourfront 2000 plan; the City's mood and attitude had hardened and it was now demanding that Harbourfront convey 16 hectares (40 acres) of parkland — not 8 hectares (20 acres) of parkland and 8 hectares (20 acres) of open space — to it, as had been agreed under the existing Development Framework.

The City refused to consider the new plan until Harbourfront Corporation accepted the park requirement, and, in order to give force to its position, in February 1988 it passed an interim holding by–law under the *Planning Act, 1983*; which affected the entire Harbourfront site and changed the existing informal "freeze" on the pipeline projects to a formal suspension.

The interim holding by–law is still in effect and could remain so until December 1989, its legal limit. The corporation and the developers of the pipeline projects appealed its imposition to the Ontario Municipal Board; a hearing was first set for 15 May 1989 and, after several adjournments, is now expected to proceed on 6 September 1989.

In March 1989, after the various attempts by the corporation and the City to settle differences had failed, and after the imposition of the freeze, each of the two sides appointed a lawyer in an effort to negotiate agreement on a proposed new plan for the Harbourfront site.

At the same time, the corporation made a two–day presentation to the Royal Commission, outlining its programming and revised development plans; revisions included a reduction in density of 45,000 square metres (484,400 square feet), and an increase in the amount of parkland to approximately 16 hectares (40 acres). Under the plans, the pipeline projects would proceed.

The presentation became the basis for the seven days of hearings on the corporation's role, mandate, and plans which followed.

In June, Richard Shibley, solicitor on behalf of the City of Toronto, placed a proposed settlement before City Council; the Harbourfront Board of Directors approved the settlement in principle, adding a number of conditions.

On 14 July 1989 City Council accepted the settlement with the corporation, under which 16.8 hectares (41.5 acres) of land and the buildings on them will be transferred to the City for park purposes, in addition to $45 million in cash and development rights to fund park development. In return, the interim holding by–law will be lifted, and Harbourfront will be allowed to complete the remainder of its development according to the revised land use plan.

While approving the settlement and recognizing that the City would be gaining substantial additional benefits, City Council expressed its preference for a halt to further building south of Queen's Quay West, except for low–rise buildings deemed by the City to be in the public interest. Council offered to co–operate with the federal government to acquire the property rights to one of the pipeline projects on Maple Leaf Quay.

The proposed settlement, as well as the Royal Commission's recommendations on Harbourfront Corporation's role, mandate, and development plans, will be considered by the Government of Canada this summer. The latter are discussed in a subsequent section of this chapter.

## 2. The Hearings

This section describes the two days of presentations made by Harbourfront Corporation in March 1989, and the seven days of public hearings regarding Harbourfront Corporation held in April 1989. The hearings are reported by issue: Harbourfront's programming; planning and development; and community facilities and the neighbourhood.

### A. Programming Issues

Harbourfront's Director of Public Programming, William Boyle, made the corporation's presentation on programming; the following were among the highlights.

- In 1974 Harbourfront began cultural and recreational programming, which it developed in consultation with Toronto's cultural and recreational communities, in order to attract people to the waterfront. Since then, it has supported Canadian artists and performers by providing venues and audiences and by inviting the best international performers to work with them.
- The programming model for Harbourfront is unique in Canada: it emphasizes community and special events, literary, visual, and performing arts, as well as educational, marine, and recreational activities. In 1988, Harbourfront drew 3.5 million people to the Toronto waterfront.

Mr. Boyle explained that Harbourfront's programs are mounted in accordance with eight principles of public programming:

(a) Community involvement: programming is created in consultation with special interest groups, and multicultural and arts organizations.

(b) Diversity: programming covers the widest range of cultural, recreational, educational, and community activities in order to have the broadest public appeal possible.

(c) Canadian commitment: programming attempts to showcase the best of Canadian talent as well as placing Canadian activities within an international context.

(d) Consistent standards: all programming is designed to meet consistently high standards in presentation and quality.

(e) Intrinsic merit: many of the events presented for their intrinsic merit challenge or educate the public rather than just entertaining them.

(f) Engagement: Harbourfront presents many activities that encourage the public to become involved.

(g) Accessibility: all programs are presented free or at reasonable cost to the public in a relaxed environment.

(h) Uniqueness: Harbourfront tries to avoid duplication of activities programmed by other cultural organizations or institutions.

Mr. Boyle also described the facilities that Harbourfront has developed in conjunction with programming and said that the corporation proposes to enhance existing facilities and develop museums, an aquatic centre, and an exploration centre.

### Public Comments on Harbourfront Programming

More than 30 deputations spoke to the Commission on the subject of Harbourfront's programming. The following themes — and some criticisms — emerged from their presentations.

Popularity

An overwhelming majority endorsed Harbourfront's programming as designed for mass appeal, challenging audiences, and encouraging audience participation. Arnold Edinborough, chairman of the Canadian Council for Business and Arts, speaking of the popularity of programming at Harbourfront, said that "people vote with their feet" and the sheer numbers show how successful Harbourfront's programs have been.

### Diversity

The diversity of programming was clearly illustrated by the range of artists and organizations appearing before the Commission who spoke of Harbourfront's diverse programming and about the spillover benefits of the variety provided. For example, Tom Fulton of CJRT–FM praised the music programming at Harbourfront but mentioned that people come for one attraction and are exposed to others.

### Excellence

Many deputants saw Harbourfront as striving for and achieving excellence in its programming. Writer June Callwood commented that the International Festival of Authors has become world renowned, but more important, has presented Canadian authors in an international context. Ballerina Vanessa Harwood described the Premier Dance Theatre as a success, one of the few places in Canada devoted solely to dance, bringing in national and international performers, as well as presenting local dancers to Toronto audiences.

### Unique Programming Opportunities

Deputants identified some of the special features of cultural programming: the York Quay Centre was commended a number of times for its unique crafts program. Glass–blower Laura Donefer said that, without the centre, it would have been very difficult for her to become a successful artist. Dr. Rainer Lubbren, director of the Goethe Institute, described Harbourfront as unique because it can program for diverse forms of cultural expression; he gave as an example the upcoming "German Focus" festival planned for this fall as a good example of programming flexibility.

### Unique Venue

Harbourfront was described by a number of deputants as uniquely able to guarantee successful events, because of the number of people coming to the area, especially in the summer. Fred Gardner, president of the Ontario Federation for the Cerebral Palsied, recounted how its annual fundraising event is successful. Lorraine Hubbard described the success of the Black Heritage Festival organized by the Ontario Black History Society. Even events organized off–season — and in poor weather — have also been successful, according to Inga Ingram of the Swedish Women's Educational Association.

A number of deputants were somewhat critical of Harbourfront's efforts to make the site available for community initiatives: Ms Hubbard said she had not been aware that Harbourfront had a policy of making its facilities available to community organizations. Her discovery of them, in fact, had been an accident. Moreover, she felt that Harbourfront had taken an inordinate amount of time (six months) before permitting the Black History Society to use the facilities for its festival.

### Programming Support

A number of people appearing before the Commission described the programming staff at Harbourfront as being supportive in helping community groups to stage programs. Irene Taylor of Rendezvous for Seniors said staff provided excellent support and called Harbourfront an excellent home base for the organization, which is able to tap into a number of other recreational programs on site and is able to develop specialized programs. She also commended Harbourfront's ability to co–ordinate activities.

Some deputants were critical about aspects of the support they received from Harbourfront: it tends to take a greater share of credit for community programming than it gives to the community organizations. Brochures and advertising seem to imply that a community–sponsored event is actually a Harbourfront event; for example, Ms Hubbard felt that the advertising support she received from Harbourfront was geared to publicize Harbourfront and not her festival. Furthermore, no credit was given to the volunteers whose efforts were needed to mount this ambitious community event.

### Sponsorship

Three major companies explained that they sponsor Harbourfront and its programming because of the quality of programming, the substantial numbers of people who attend events, the consistency of programming, the quality of venues, and the fact that activities are "world–class". All stressed, however, that sponsorship depends on the business climate and cannot be guaranteed indefinitely.

### Marine Programming

Marine programming at Harbourfront was given qualified support, with a number of deputants expressing concern that high–quality permanent facilities have not been fully developed. Lacking these, groups have been forced to use substandard temporary facilities, and some organizations have been forced to move a number of times. They wondered when the proposed nautical centre would be built and what rents they would be expected to pay.

Robert B. Townsend of the Lions Club of Toronto (Central) made a presentation on a Lions Club proposal to build and operate a not–for–profit community–based marine centre that would include facilities for the current marine operators, space for a museum, and other community activities. The proposal was given to Harbourfront two years ago but, to date, the corporation has not responded.

### Active/Passive Park

A number of deputants mentioned that Harbourfront is an active "programmed park" and others commented on the need for dedicating some areas of Harbourfront to passive activities. Although the water's edge would be ideal for quiet activities, the latter group felt there is no area as it is now designed where people can come and watch the water in peace. Melanie Milanich of the Toronto Field Naturalists suggested that Harbourfront create natural environments that would encourage more birds and animals to use the area as a habitat.

### Toronto's Marine Heritage

A number of deputants stressed the need to preserve a greater part of the City's marine heritage: Scott James of the Toronto Historical Board commended Harbourfront for preserving and creatively re–using a number of buildings on the site but also commented on the number that had been demolished. Mr. Townsend said that Harbourfront has not depicted Toronto's marine heritage to the public, although it is located in an area that once was a very active port.

### Services in French

Two deputants made their presentation in French: Mr. Van Burek of le Théâtre Français described the difficulties in operating as a not–for–profit theatre in Toronto, but also referred to Harbourfront's helpful support. Anne–Marie Couffin, Director General of COFTM/Centre Francophone said that, while she is very appreciative of the opportunity to take a 60–year lease on a Harbourfront building, she is concerned about the adequacy of Harbourfront's level of service to Toronto's francophone population, especially in view of the fact that it is a federal Crown corporation.

### Programming and Development

The majority of deputants were opposed to making program funding at Harbourfront dependent on the development of commercial and residential buildings. Questioned on who should fund Harbourfront programming, they were less unanimous: some thought governments should grant additional cultural funds to Harbourfront, but no precise suggestions were made.

John Miller of Cultural Support Services was among those who said the Commission should "consider that this link (between development and programming) be broken".

Some deputants who spoke in favour of Harbourfront's programming nonetheless expressed concern that programming and development have been tied together by the Crown corporation.

June Callwood said that making "programming ... dependent upon putting up more ugly buildings seems to me a reprehensible way for it to have been planned".

David Charlesworth of the Bathurst Quay Neighbourhood Association noted that while programming is good, he doesn't believe the waterfront should be "sold off" to support it. "Programming," he said, "is a transient thing, but the buildings will be with us a long time".

Toronto City alderman Jack Layton suggested that programming be separated from land development because it pits residents against artists thanks to a corporate structure that requires land development to fund good cultural programming. He stressed that other formulae have worked, with intergovernmental co–operation.

## B. Planning and Development Issues

Of the 80 deputants who appeared before the Commission to comment on Harbourfront, more than one–quarter limited their comments to planning and development issues. Of the rest, some of those who spoke on community issues or programming made general comments about development at Harbourfront, or about the practice of tying together programming and development.

### Existing Official Plan

Unlike the plan for the Saint Lawrence Community, which is very detailed about densities and building heights, etc., the existing Official Plan for Harbourfront is very flexible: densities are expressed in gross terms and apply to entire quay areas; bonuses (e.g., for providing community services) can be moved within an entire quay area. The consequences of such flexibility were clearly identified, especially by two deputants.

Alderman Layton began his remarks to the Commissioner with the comment that, when he was elected to City Council in December 1982, the Harbourfront Official Plan had recently been adopted. He "trusted that Council had done the right thing".

The flexibility of the Official Plan made it impossible to predict the outcome of development: translated into actual buildings, and subject to incremental changes on a piecemeal basis, the development was different than anticipated. No one realized the implications until the residential buildings "appeared on the scene".

Metro Councillor Dale Martin, a former City alderman, noted that, when City councillors were concerned in 1980 because the proposed Harbourfront Official Plan contained no height limits, the then–general manager of Harbourfront assured them that the new development would be low–scale — that, when it was redeveloped, Harbourfront would resemble Toronto's Yorkville district. Councillor Martin went on to point out that the resulting buildings (particularly Harbour Point and 350 Queen's Quay West) were "not what we wanted" and Harbourfront had "assured us this was not what we were getting".

A major principle of the Harbourfront plan is to extend the City to the water. There is no doubt, however, that Harbourfront's interpretation of this principle differs from that of a number of deputants. Bill Phillips of the Harbourfront Residents' Association told the Commission that bringing the City to the edge of the water is not what people of the City want: they want to have space by the water to *escape* from the City.

That view was echoed by Patrick West, of the Friends of Waterfront Parks, who strongly denied that the residents of the City want it to come to the water's edge. Rather than more buildings along the waterside, people want parkland, he said.

### Comprehensive Planning/Piecemeal Planning/Links to Surroundings

A number of deputants expressed concern about the isolated manner in which Harbourfront was planned; Alderman Jack Layton noted that the Central Waterfront should be treated as an extension of the financial district. There was no reason why Harbourfront, the Central Waterfront, the Railway Lands, and lands to the west could not be planned comprehensively with links from one area to the other, but this had not been done.

Cheryl Bradbee, a local tenant in a 502–unit complex at 350–390 Queen's Quay West, thought that the City has failed to develop a comprehensive plan for the waterfront. Her view was that the City's tendency to deal with the waterfront on a piecemeal basis led to Harbourfront unjustifiably becoming the focus of ratepayers' anger. She believes that the City should not make Harbourfront the focus of its own inability to plan. As she sees it, the problem is that the City puts itself in a reactive position: it reacts to what Harbourfront presents rather than taking the initiative and developing a comprehensive approach to the area.

George Grant, speaking on behalf of the Board of Trade of Metropolitan Toronto, also noted that the original planning for Harbourfront was done in isolation and without consultation with adjacent owners (CN Tower, Exhibition Place, SkyDome, Railway Lands). He also felt that this lack of consultation led to a failure to link the properties physically.

### Parks/Open Space

A prime focus of controversy surrounding Harbourfront has been the 16 hectares (40 acres) of parkland to be turned over to the City. Virtually all the deputants who spoke on planning and development matters addressed the parks issue. Although a number of them, including George Grant of the Board of Trade, focused on the park debate and supported the City's stance, the majority were more concerned (in the words of one of them) with the "unique quality of the water's edge: a unique attribute of Harbourfront which cannot be duplicated elsewhere in the City".

June Callwood expressed this eloquently, noting, "What is increasingly lacking are places for solitude and to be restorative to the spirit. And water attracts people for that reason — they come to feel calmed by the water. It's a universal human trait. A large expanse of water is healing".

Bill Phillips of the Harbourfront Residents' Association noted that the pleasure of Harbourfront lies in "sitting or strolling by the waterside". Activities, in his opinion, should focus on the water. "Therefore more waterside park space is needed with paths and viewpoints, as well as bridges over slips and quays." He concluded that Harbourfront Corporation is in the process of "disbanding a great deal of waterside parkland by selling it off to the highest bidder for poorly planned, high–density, high–rise buildings". This sentiment was echoed in the comments of Patrick West of the Friends of Waterfront Parks.

The privatization of the parks was a further concern: George Grant noted that Harbourfront's plans to build around parks would tend to isolate them because they would not be perceived as being for the general public. Moreover, Mr. Grant said, the links between parks should look like parkland. At present, in his opinion, they look more like streets connecting isolated pieces of open space.

### Pipeline Projects South of Queen's Quay

In his presentation of the Revised Harbourfront 2000 Plan, Frank Mills, the general manager of Harbourfront Corporation, commented that the five "pipeline projects" would be released with the conveyance of the 16 hectares (40 acres) of parkland to the City. He noted that the City had been in the process of approving each building before the development freeze was imposed.

Almost every deputant who spoke strictly on planning and development matters referred to the "pipeline projects" and the nature of development south of Queen's Quay. In their recommendations to the Commissioner, Thomas McQuillan and Bill Phillips of the Harbourfront Residents' Association asked that he reject commercial and residential development, including the pipeline projects, south of Queen's Quay and that waterside sites be used for recreational activity such as parkland. This view was echoed by David Charlesworth of the Bathurst Quay Neighbourhood Association.

George Grant noted that the Board of Trade has not changed its position of December 1987: there should be a limit to office, commercial, and residential use on the south side of Queen's Quay and more development of public recreational attractions. Uses south of Queen's Quay should maintain lower densities and height limits of three to four storeys.

This was echoed by Patrick West of the Friends of Waterfront Parks, who reminded the Commissioner that a report for the Minister of Public Works by urban designer Gary Hack recommended that waterside projects be scaled down. The Minister of Public Works requested that Harbourfront Corporation adhere to Mr. Hack's recommendations. Mr. West also pointed out that the City's Official Plan calls for lower buildings close to the water, with heights increasing with distance from the water's edge.

The local residents of Harbourfront are "defenders of the waterfront on behalf of all of us", according to Alderman Jack Layton. The freeze was initiated because of the residents and the resulting impasse between the levels of government brought the Royal Commission into being, he thought. During the last municipal election, protection of the waterfront became a symbol of the kind of development objectives that the electorate has for the whole city. He believed that public opinion in Metro would support bold action on the part of governments and he urged the Commissioner to consider the land use principles adopted by the City's Harbourfront Review Committee. Briefly, they are:

(a) There should be no more buildings south of Queen's Quay: no further construction next to the water's edge.

(b) There should be no landfill, not even for the creation of parkland.

### Heritage Preservation

The submissions of Robert Townsend, chairman of the Harbourport Committee of the Lions Club of Toronto (Central), and of Scott James and Ian Vincent of the Toronto Historical Board, stressed the historical role of Toronto's harbour and the importance of preserving more than 200 years of Toronto's maritime history.

Ian Vincent commented that good planning is based on an understanding of a City's historical development and that the Revised Harbourfront 2000 Plan doesn't address heritage as a planning concern. Although the *Ontario Heritage Act, 1986* exists to protect heritage buildings, the legislation does not govern federal agencies or Crown corporations.

As all these deputants pointed out, the history of Toronto's waterfront does not exist just in buildings. There is a need, for example, to commemorate Toronto's waterfront in wartime. Mr. Townsend noted that the War of 1812 was won because the British controlled Lake Ontario from Toronto to Kingston. In 1900, there were 1,500 stoneworkers working on the waterfront, using stone from the lake. He also pointed out that famous vessels such as the *Prince Regent* had been built at Toronto harbour.

### Public Ownership

Metro Councillor Dale Martin said the public is clearly sending the message that it wants a public waterfront — a public space and a sense of public ownership. The distinctive feature of Toronto's waterfront is the degree of public ownership which, however, he sees as "an asset squandered". In his opinion, public ownership presents both an opportunity and an obligation to develop a public waterfront that is truly accessible. He called Harbourfront an example of public ownership without public control: it has not been possible to change the direction of Harbourfront.

This frustration was echoed by others: Patrick West of the Friends of Waterfront Parks said, "We never in our wildest dreams felt.....we would have difficulty getting a public agency controlling 92 acres of federal land to set aside a sufficient amount of parkland right at the water's edge." David Charlesworth of the Bathurst Quay Neighbourhood Association noted that the local residents are "fighting an organization with infinitely more resources. The fact that the organization is a Crown Corporation that should answer to the public adds to the frustration."

### Density/Built Form/Building Heights

Most of the deputants' comments on density related primarily to the way it translated into built form or building height. For example, people appearing on behalf of the Harbour Square Residents' Association and Ratepayers' Association said that they are not opposed to development on a reasonable scale, but suggested that buildings be modelled on the development known as King's Landing, which slopes away from the water. That design, they said, would create a parklike atmosphere rather than a canyon effect. Furthermore, they suggest that buildings next to the water be only two or three storeys high (those pipeline projects which are on the water's edge are eight to eleven storeys).

The request for lower–scale building was repeated many times by many deputants, including Metro Councillor Martin, who argued for a new set of land use regulations that would include modest buildings, with clearly established locations, and high–quality design and materials.

Frances Gardiner of the Bathurst Quay Tenants Association noted that the Harbourfront Residents' Association agreed that building height on the north side of Queen's Quay should not exceed eight storeys.

Tenant Cheryl Bradbee found it interesting that the City has been concerned about density when it was the City that approved densities on the Central Waterfront one block east; she said, "...you cannot just look at the density of Harbourfront: you have to look at the density of the whole area". The City approved all the densities (e.g., for the Railway Lands and Central Bayfront), and so it is quite out of line "squabbling about" densities at Harbourfront, which are lower than in surrounding areas, she said.

### Urban Design

Harbourfront's design panel, chaired by architect George Baird, explained to the Commission a number of urban design principles that had been established in the original Harbourfront 2000 Plan and refined for the revised plan.

Mr. Baird said that the panel had studied Gary Hack's suggestions to the Minister of Public Works, and especially supported those dealing with the need for visual coherence. He called for a distinctive architecture, appropriate to a setting along the water's edge, using lighter, warmer colours and discreet receding buildings along the north side of Queen's Quay, to form a background for the more animated and active character of the south side.

Architect Eberhard Zeidler, a member of the design panel, made a written submission to the Commissioner, in which he said that the principles of Harbourfront development can be condensed into three issues:

> First, we must create spaces that encourage activities within them and beckon people to the waterfront. Secondly, we must create spaces that are visually delightful to be in, spaces that enclose the activities of the waterfront. But thirdly, we must bring back the romance that is the key draw of the harbour, the age old fascination of mankind with water.

## C. Community Facilities and the Neighbourhood

In the course of its hearings on Harbourfront, the Commission was told that 4,000 people now reside on Harbourfront land, and there will be at least another 2,000 to 3,000 when development is complete.

Thirteen deputations discussed neighbourhood aspects of Harbourfront, and the role of the Harbourfront Corporation in planning and providing community facilities. At a meeting held in May to discuss the provision of community facilities in Harbourfront and the surrounding area, the Commission received additional oral and written submissions by area residents and local government departments and agencies responsible for the delivery of some services.

### Harbourfront's Presentation

Harbourfront described the mixed–income community that has been developed and contended that it has met all the City's housing targets except that related to family housing. Overall, 30 per cent of housing is assisted and the fact that the family housing target has not been met is because of an increased emphasis on smaller, non–family units and because most of the private–market housing buildings had their ground floors designated for retail and public use.

According to the Harbourfront submission, the "resident community will, and must, have a say in the final evolution of public and community uses at Harbourfront".

The corporation acknowledged that community services and local retail were lacking, but said that the resident population was not yet sufficient to justify those services. While pointing out that some of the future buildings would provide a small amount of space for services as well as local retail, the submission made it clear that Harbourfront is relying on the Railway Lands development to provide additional community services, most notably a school, community centre, and medical clinic.

In evaluating its own achievements in meeting the City's Official Plan requirements for community services in the area, and qualifying for the zoning by–law density bonus for providing them, Harbourfront pointed primarily to the cultural and recreational facilities in the centre and east end of the site. These include the art gallery, Francophone Centre, Police Marine Unit, Nautical Centre, du Maurier Theatre, and York Quay Centre. These facilities are generally not near the bulk of the residential community and their use is geared primarily to the 3.5 million visitors who come to the site each year.

### General Concerns

The 13 deputants who addressed questions of neighbourhood and community services included residents' and tenants' groups in the Harbourfront community, municipal representatives, and individuals. There was a remarkable consistency in their concerns and conclusions.

Harbourfront was not seen as having done any genuine planning for community services, relying instead on time, development of the Railway Lands, and the City to take care of such matters. Many commented that all of Harbourfront's energies have been spent on programming for visitors at the east end of the site, while the residents are concentrated in the central and west ends. "We are an isolated community and we have been totally lacking in community services," said a representative of the Bathurst Quay Neighbourhood Association.

Most of the deputants acknowledged that the City has the primary role in providing or co–ordinating provision of services, but all felt that Harbourfront had done little to set aside the land for permanent facilities or to provide space for temporary services. In existing private projects, public space, as provided by Harbourfront, meant space for retail or cultural use, while space in developments awaiting approval included community facilities deemed by residents to be long overdue.

"The most urgent needs are for a community centre, low–cost food shopping, day care, health and school facilities," according to the submission of the Harbourfront Residents' Association. June Callwood pointed out that planning for urban neighbourhoods, including Harbourfront, is more sensitive to the needs of cars than to the needs of children. Accordingly, services geared to children and families are lacking or come too slowly. In a downtown community like Harbourfront, where many of the children live in high–rise apartments, there is a lack of nearby safe play areas, both indoors and outdoors and, as a result, children are often forbidden to go out to play.

Cheryl Bradbee said that residents lack a focal point, like a school or community centre, and that having one is essential for developing a sense of community. At present, tenants must ask Harbourfront's permission if they want a place to gather, or to hold community events.

In answer to questions asked by the Commissioner, all the residents confirmed that Harbourfront had never consulted with organizations or invited them to participate in any of the previous reviews of Harbourfront or in planning for the community.

### Schools and Community Centre

Harbourfront's Revised Plan 2000, as presented to the Commission, showed no site designated for a possible school or community centre, although the corporation acknowledged that the City had started to examine the need and possible location for these as part of planning for the Railway Lands.

All of the residents' groups spoke of the need for a school in Harbourfront, as well as a community centre, and were concerned that the corporation's plans ignored this need. Several parents were unhappy that all the children in Harbourfront are bused out, to eight different schools.

At the meeting called to discuss community facilities, the Commission heard from, among others, representatives of the Toronto Board of Education, the Metropolitan (Toronto) Separate School Board, and the City of Toronto Planning Department.

Public and separate school board representatives told the Commission that they were concerned that City planners don't seem to recognize the need for schools when planning new downtown neighbourhoods or adding large projects to existing ones. They also felt that it is difficult to get support or funds from the Ontario Ministry of Education to serve downtown communities like Harbourfront and the Railway Lands.

The Ministry of Education confirmed that, overwhelmingly, the current capital funding priority for schools is in new suburban growth areas around established urban centres. In all of Metropolitan Toronto this year, only one school (in Scarborough) received approval and funding.

Joan Doiron, a public school trustee, argued that planning for communities should centre on children, with space for parks and schools set aside early. The rest of the neighbourhood should be planned outwards from the centre, with residential areas close to schools, shopping, and services that would be of benefit to the elderly and disabled, as well as to families.

Dr. Edward N. McKeown, director of the Toronto Board of Education, argued that schools are being shoehorned into urban communities after the fact, on sites that are too small or inappropriately placed — usually both.

Peter Kole, Co–ordinator of Facilities Planning for the Metropolitan (Toronto) Separate School Board, agreed. He said the Board was worried that the City will allocate too small a site, without enough playground room for the children, and will not permit portables or additions as the school population and community needs change.

Both the Toronto and separate school boards are looking for a new school or schools to serve the population of the Railway Lands, Harbourfront, and surrounding areas. They are willing to have the playground space integrated into a community park, and to share some indoor recreational facilities with a community centre. The key issue is that of obtaining a site large enough for their needs. Both boards pointed out that schools in their systems are being used for half of the week for community needs and activities.

Officials of the City of Toronto Planning Department said that they are currently negotiating for a site of approximately .5 hectares (1.25 acres) in Harbourfront for community facilities and/or school use. However, both boards are concerned that the school site is too small.

The provincial Ministry of Education guidelines call for approximately 2 hectares (five acres) for an elementary school site. The policy of the Toronto Board of Education calls for a 3.2–hectare (eight–acre) site. The average size in the Toronto system is roughly 1.4 hectares (3.5 acres).

Recognizing practical limits, the City's public school board would take a site of between 1.2 and 1.4 hectares (2.9 and 3.5 acres), in addition to the space they require in the Railway Lands. The separate school board's policy is to accept a 1.22–hectare (three–acre) site if there is an adjacent park. The projected enrolment figures for both boards would support a public school in Harbourfront, a public and a separate school in the Railway Lands, and a small school on the Toronto Islands.

### Day–Care, Health, and Social Services

Residents' groups criticized the loss of the one day–care centre Harbourfront had and the delay in providing either a temporary replacement or a permanent facility.

Most deputants felt that day–care, health, and social services facilities could be integrated into a community centre or a school.

### Transportation

Residents and others noted the inadequate public transportation to, from, and through the site. In some instances the location of stops for the future LRT were criticized while, in others, infrequent TTC bus service was the problem. The new LRT will not even serve the Bathurst Quay family neighbourhood, and seems designed more to service commuters and visitors, according to downtown resident David Perlman.

The lack of service aggravates the sense of isolation felt by the residents, and all noted that people without cars and the disabled living in Harbourfront (many of whom live in Harbourfront's assisted housing), find it difficult to get to work, shops or other services not available on site.

### Peter St. Rental Buildings, 350–390 Queen's Quay West

The plight of the more than one thousand people who live in this apartment project in the centre of Harbourfront was discussed by a number of the deputants, including two residents who appeared before the Commission.

Many deputants saw the buildings as an example of Harbourfront's lack of concern for residents and its negligence in planning for proper community recreation facilities; they questioned why Harbourfront hadn't anticipated the 250 children now living in the 502–unit project. In reply, representatives of Harbourfront said the corporation originally thought the project would be occupied by singles and those without children, even though it had approved a design in which almost half the apartments would have two or three bedrooms and an extra enclosed sunroom that many tenants now use as a bedroom.

Furthermore, as tenants pointed out, the agreement with the City required that 25 per cent of the apartments would be rent–geared–to–income units occupied by people on the public housing waiting list, which would certainly have indicated the likely presence of children.

Residents complained that there was no adjacent or safe outdoor play space for small children and no indoor recreation space large enough for them or designed with their needs in mind. Harbourfront had built or was planning to build other structures next to the buildings, while the park space across the street was not set up for local needs and could not be safely reached by children.

In answer to questions from the Commissioner, Harbourfront representatives acknowledged that they have a responsibility to ensure that recreational facilities are provided to the residents of the two buildings. They agreed to look seriously at reallocating some of the buildings' currently designated retail space for children's recreational facilities.

## D. Role, Mandate, and Accountability

Twenty–three deputants addressed Harbourfront's dual role and mandate and discussed the accountability of both its programming and development roles.

### Harbourfront's Presentation

Representatives of Harbourfront placed strong emphasis on the benefits that flow from its dual roles of developer and programmer. By retaining ownership of the land and controlling the type and pace of development and the operations of the 37–hectare (92–acre) site, they said Harbourfront has been able to ensure initial and ongoing revenues from development–related activities that support the extensive programming.

By virtue of programming, they said, Harbourfront has been able to work towards making the area a year–round attraction as well as a year–round residential and office community. This has enhanced the desirability of the site for further residential, commercial, retail, and entertainment investment.

The interaction between the two roles has created a synergy that Harbourfront values highly and, Harbourfront officials claimed, has also allowed them to create a way of funding operations that does not require ongoing direct subsidy from the federal government, thus ensuring a degree of independence and year–to–year budget certainty in the future.

The corporation believes that, by creating a year–round attraction at the water's edge for millions of people, it is fulfilling its key mandate of returning the waterfront to the City and, as well, it has established a permanent community where people live and work.

Representatives of Harbourfront reject any notion that they have not been sufficiently accountable. They pointed out that all developments must receive approval from the City of Toronto, all land and development agreements require federal government approval, and that annual operating budgets also receive federal approval.

## Dual Role

The deputants who commented on Harbourfront's dual role were divided in their views of whether the Harbourfront area required physical development as well as open space and parks. However, they all agreed that programming activities added to the public enjoyment of the waterfront area.

Those who disapproved of the inextricable link between development and programming as embraced by Harbourfront — and they were in the majority — feel something has gone wrong with the development of Harbourfront, and that something is related to development problems that are a consequence of Harbourfront's dual role.

Harbourfront has vigorously lobbied City Council, the federal government, and the public at large to gain acceptance of its constantly evolving and revised development plans on the grounds that these are needed in order to protect programming; therefore, Harbourfront's critics reason it is essential to sever the development–programming link. Only then would an objective review of remaining development be possible.

About a third of those who discussed the problem were not opposed to continuing Harbourfront's dual role; a few others were indifferent; some thought it was possible to make the current system work well, while a few thought that it had worked very well. It should be noted, however, that even a majority of this group felt that some of the development was regrettable, and they expressed concern that it not be repeated.

Some deputants were very concerned that Harbourfront has interpreted its development role to include permanent land ownership and ongoing control of most aspects of activities in the Harbourfront area. As resident Cheryl Bradbee put it, "Harbourfront Corporation is owner, developer, and landlord of this whole area. That makes us a company town...with an awful lot of power in a single set of hands...there is no structure of accountability".

Six deputants, including all the residents' organizations, specifically favoured disbanding Harbourfront Corporation and/or radically restructuring it. Proposals ranged from having three (or all four) levels of government create a new corporation for programming, to creating a land trust that would be separate from the programming corporation.

### Accountability

Although most deputants supported Harbourfront's programming activities, a number noted that there was no real accountability for the programming decisions it made. The vast majority of Harbourfront's board is appointed by the federal government, and there is no structured representation from the arts, recreation, multicultural or community sectors in Toronto.

No one was able to point to a system within Harbourfront for regularly inviting public discussion of programming successes, failures or omissions. Dale Martin, Metro Councillor for the area, commented that Harbourfront's programming may be good, or it may not be, but that judgement could be made only after a proper analysis of current activities. City Councillor Jack Layton urged the establishment of a new programming body to ensure accountability.

Local residents complained that there doesn't seem to be anyone authorized to deal with questions or problems that arise, and that Harbourfront has certainly never seemed interested in consulting local residents. People feel that, while Harbourfront may be technically accountable to the federal government, it is impossible to get answers from either the corporation or a level of government that seems very far away. Nor does Toronto City Council appear able to exert any meaningful control over Harbourfront or obtain needed answers from it — a situation that clearly adds to the sense of frustration and confusion that came through very clearly during the hearings.

Questions of financial accountability arose many times during the hearings, with most critics of Harbourfront feeling that the corporation is hiding behind the argument that more development is needed in order to obtain programming funds, while steadfastly refusing to open its books. The critics pointed out that, without essential financial information, it is impossible to make any judgement about how much development, money, and programming are appropriate.

## 3. Conclusions and Recommendations

### A. Conclusions

Clear expressions of public opinion concerning Harbourfront's role, mandate, and development plans emerged during the hearings held by the Royal Commission on these matters in April 1989.

The public's views can be summarized as follows:

- People are demanding improved public access to and along the waterfront, including the water's edge at Harbourfront and elsewhere.
- They disapprove of overdevelopment on the central Toronto waterfront in general, and specifically at Harbourfront.
- They support the City's request for 16 hectares (40 acres) of parkland at Harbourfront.
- They are opposed to more buildings south of Queen's Quay West, including three of the pipeline projects proposed for sites south of there.
- They are concerned about the way the community needs of residents in the neighbourhood have been ignored in planning and development to date.
- They are dismayed at the poor design and quality of some buildings at Harbourfront.
- They approve of Harbourfront's programming role and of the range, variety, and overall quality of programs provided by or with the aid of Harbourfront Corporation.

In short, the public accepts Harbourfront Corporation's programming role, is extremely critical and distrustful of the corporation's development role, and sees no reason why the two roles should be integrated. As one deputant said, the public rejects the concept that good programs should be dependent on bad buildings.

The public's views are substantially in line with the change in direction the then–Minister of Public Works outlined for the corporation in his letter to it dated 5 November 1987, in which he conveyed the results of the federal policy review to Chairman Con di Nino and the Harbourfront Board.

At that time, however, the Minister seemingly assumed that the corporation would not only negotiate with the City to make necessary changes to development plans within a reasonable time, but would also present a clear strategy to the federal government for its evolution into another kind of agency once development had been completed.

The expectation apparently was that, in 1992 or 1993, the government would have fulfilled the obligations it took on in 1972 when it expropriated the Harbourfront site; it would then be in a position to withdraw from further involvement in Harbourfront, leaving as its legacy a waterfront developed in both form and quality to meet the needs of the citizens of Toronto, and an independent agency capable of sustaining programs.

The Minister's policy was in line with the overall thrust of the Federal Land Management Policy, which has been to dispose of lands that do not meet the federal government's criteria of property required to support federal programs.

The development plans presented to the Royal Commission by Harbourfront Corporation on 14 and 15 March 1989 need three elements if they are to fully satisfy the Minister's policy directions. First, they must include a land use plan that has been approved by the City; second, there must be a strategic programming plan that would clearly show how the corporation plans to evolve into some other entity, and the steps by which this might be achieved; and, third, the plans must include a financial plan that would support the land use and programming plans without further demands on federal funds.

The acceptance of the corporation's land use plan by the City on 14 July 1989, after three–and–a–half months of intensive negotiations, represents progress towards the Minister's objectives. However, City Council expressed reservations about the plan and apparently feels it had little choice but to accept it. Furthermore, although the land uses may now be settled, Harbourfront's overall plans do not end federal involvement — in fact, they increase and perpetuate it.

Under the plans put forward by Harbourfront Corporation, the Government of Canada will continue to have obligations (and costs) for 60 years or more, and will have heavily increased programming obligations (and potential costs), but even less control over how they are discharged than it now has. These liabilities appear to have no relationship to any regular program within the federal jurisdiction.

Furthermore, both governments and the public feel the same degree of vagueness and confusion over accountability that has characterized the issue of how Harbourfront carries out development, an issue that will not go away.

The City apparently believes it has no real control over Harbourfront's land use planning because, by law, the federal government is not subject to its jurisdiction. The Government of Canada, having established Harbourfront as an arm's–length entity to achieve its objectives, and having delegated control of land use planning to the City through the Master Agreement between the corporation and the City, does not consider it appropriate to second–guess either its corporation or the City on land use decisions.

The federal government has been extremely uncomfortable when faced with disagreement between the corporation and the City, particularly when issues involve changing conceptions of land use that have financial implications for the government.

Residents and community groups have not known which agency to turn to, or which to hold accountable when their legitimate community needs have not been considered or met. The continued presence of the federal government (as represented by Harbourfront Corporation) inhibits the evolution of the normal relationship between neighbourhoods and local governments that should exist between the Harbourfront community and the City. The lack of consideration for neighbourhood needs was one of the most telling points raised during the Commission's hearings.

One of the developers of the pipeline projects, Bathurst Quay Place Ltd., made a detailed presentation to the Royal Commission describing its experiences in trying to obtain approval to build condominiums on Harbourfront parcels BQ5 and BQ6. It said that, despite continued attempts to respond "favourably to (their) various, ever–changing requirements", it "and the purchasers of the units in this project have been caught [at increasing expense] in the middle of a power struggle between the City, Harbourfront, and the Government of Canada".

Nor have the media and the public at large been able to grasp the facts precisely: some television stations, even after years of following the Harbourfront story, still show pictures of the Central Bayfront when covering Harbourfront news items. A vast majority of the public (97 per cent, according to Harbourfront Corporation's own public surveys) do not know that the corporation is a federal entity.

The proposed settlement between the City and Harbourfront Corporation will not end the confusion; some City councillors predicted during their July debate that Harbourfront issues will again become matters of public concern, perhaps when the pipeline projects are built or when people realize that, in addition to the pipeline projects, the settlement permits an extensive building program of another 16 buildings allowing heights that exceed 21 storeys.

In assessing this situation, the Royal Commission has come to the conclusion that further federal involvement and the continued existence of a federal agency with a dual mandate are no longer necessary. The original purpose of federal intervention — protecting the public interest in the waterfront and revitalizing the area — have been sufficiently, if not completely, achieved and it is now time to revert to a more normal institutional arrangement.

The federal government should stop playing the land development role it has carried out through Harbourfront Corporation and should withdraw from direct involvement in programming, which is essentially a local, not a federal, responsibility.

Much of what the federal government set out to do in 1972, Harbourfront Corporation has accomplished: it has begun opening up the waterfront to public access and has developed some of the parks and facilities that were envisaged; it has created the basis for a waterfront community through a mix of housing for a range of income groups and household types; and it has established year-round events and activities that attract many visitors to the area.

## Policy Options

"Normalization" of the Harbourfront area — i.e., reverting to the customary institutional arrangements — has implications for both the Government of Canada and the City of Toronto. The challenge for the Government is to find an orderly way to withdraw without damaging the value of what has been created at Harbourfront. The challenge for the City is how to integrate plans for completing Harbourfront's development with those of adjacent areas and the financial district.

The Commission considered several options for "normalization" before arriving at its recommendations. It would have preferred to recommend that the Government transfer the shares of the corporation to the City of Toronto, to consummate the promise made by federal ministers in 1972, when they declared that Harbourfront was a gift to the people of Toronto.

Among other things, this would permit the City to guide all further land use planning for the site, if it felt that further amendments would be desirable. And it would be able to exercise complete control of the public nature and uses of the water's edge, including, if it wished, acquisition of any of the pipeline project sites south of Queen's Quay West. It would have control of programming, and the financial capacity, based on site revenues, to complete the parks program.

To date, however, the City has given no sign that it is interested in owning the corporation, perhaps because, until now, the Government of Canada has given no real indication that it would be amenable to such a suggestion. It may be that, if the Government gave the City any reason to believe that it would seriously consider such a possibility, the City would find the idea worth pursuing.

In the meantime, the Commission is recommending an alternative course that will achieve the same end: convert Harbourfront Corporation to a community foundation with an endowment, and transfer the 16.8 hectares (41.5 acres) of parkland and any other remaining land to the City.

The Commission is making that recommendation for several reasons and in tandem with other suggestions. First, the federal government should ensure that the current level, variety, and quality of programming continue into the future, even though it will no longer be directly involved. This should be possible, considering the rich variety of cultural, sports, and educational groups and organizations in Toronto.

Under normal institutional arrangements, cultural activities are carried out through not–for–profit community organizations with boards of directors composed of artists, patrons, business people, and other volunteers. The norm for recreational activities is through private clubs, commercial enterprises, and/or municipal agencies. Educational activities are usually provided by educational agencies (such as boards of education), and sometimes by commercial agencies.

The special feature that has distinguished Harbourfront's programming record has been the mix, variety, and overall quality of events and activities it has generated. The synergy of the programming has been strongly dependent on certain factors, including:

- the non–bureaucratic nature of the Harbourfront organization as an arm's–length agency of government;
- the creativity and initiative shown by Harbourfront's professional staff;
- the close physical concentration of a variety of cultural and recreational facilities;
- Harbourfront's links with the cultural and recreational communities;
- the network of artists and volunteers it has been able to attract.

Harbourfront's strengths have not been based on links between the programming and development sides of the organization, as has sometimes been claimed — although the relatively secure financial situation dependent on development revenues has contributed to the build–up of programming. Programming has flourished over the past two years, for example, even while the corporation's development arm has been dormant because of the freeze.

Conversion of Harbourfront Corporation to a community-based foundation with a mandate to continue programming would enable the positive features described above to be preserved and enhanced and would bring programming more into line with normal institutional arrangements. The endowment of a trust fund for the foundation, with lands or funds derived from the realization of capital and/or revenues from the Harbourfront site, would give the foundation a secure financial base. Among other things, a trust fund would allow the new foundation to continue to offer the same sort of free and low-cost events and activities that Harbourfront Corporation currently sponsors.

The land and property holdings (including air rights) held by Harbourfront should also be "normalized"; that is, the 16.8 hectares (41.5 acres) of water's edge promenade, parklands, and buildings the corporation has agreed to convey to the City should be transferred; the new foundation should hold the lands and properties it needs to operate its programs, either on its own account or by leasing them back from the City; and remaining lands should be transferred to the City and/or appropriate community agencies for community purposes (e.g., a school).

The foundation will not be in the property development or property management business. For the interim period, until arrangements have been made with the City to convey the lands and properties — and no longer than that — Public Works Canada, as the federal government's manager of surplus federal lands, should carry out property management responsibilities.

The challenge for the City will be to fully integrate plans for the Harbourfront site with those for adjacent areas and the financial district. Although considerable progress has been made in this regard, both by Harbourfront Corporation in its 2000 plan, and in the negotiations between the City and the corporation, there are a number of issues that may need further review.

The disposition of the lands and properties should be planned with the City in accordance with a number of principles articulated in the recommendations that follow. Most important, these principles are intended to ensure that all land south of Queen's Quay West remains in public ownership in perpetuity, in the City's hands.

Withdrawing the federal government from the role of developer, as well as from further direct involvement in programming, will clarify responsibilities and the accountability of all concerned. A new relationship will emerge between the Government of Canada and the City. A new and clearer relationship should also emerge between the new Harbourfront foundation and the City. These will have to be established in appropriate letters of understanding and/or agreements, which will obviate the need for the Master Agreement between Harbourfront corporation and the City, and the Management Agreement between the corporation and the Minister of Public Works. These should be terminated and replaced by other agreements as appropriate.

The new agreements could include:

- an agreement to convey to the City the 16.8 hectares (41.5 acres) of parkland and other property, as contemplated under the proposed City–Harbourfront deal; the agreement would be concluded by the appropriate Minister on behalf of the federal government, conveyancing to occur as soon as the legal documents are completed;
- an operating agreement between the new Harbourfront Foundation and the City of Toronto, to control the foundation's lease and use of the waterfront promenade and other parklands, open space, and/or buildings needed to operate its programs;

- a property management agreement between the foundation and Public Works Canada, at least in the interim, under which that department would manage any lands or properties that remain in the custody of the foundation pursuant to its programming mandate;
- such other agreements, either between the Government of Canada and the City of Toronto, or between the federal government and other parties, as are necessary to conclude arrangements for the orderly federal withdrawal from Harbourfront.

In summary, the Royal Commission has reached the conclusion that the Government of Canada, through Harbourfront Corporation, has accomplished what it set out to do in 1972: to protect a portion of the Central Waterfront in the public interest, and to revitalize the site. It is now time to take the next step and normalize the administration of the area in full co–operation with the City of Toronto. The Commission's recommendations for achieving this task follow.

## B. Recommendations

The Royal Commission makes the following recommendations:

1. Harbourfront Corporation should be converted immediately to a new entity, Harbourfront Foundation, whose mandate will be to continue the provision of Harbourfront's wide variety of outstanding cultural, recreational, and educational programs, generally by
    a) programming its own activities;
    b) providing facilities and support to other organizations who wish to use its amenities and expertise;
    c) funding other organizations' programs which, in the opinion of the Board of Directors, are in the public interest and are compatible with a waterfront environment;

d) placing a stronger emphasis on marine and water–related programs and activities;

e) reflecting, maintaining and preserving Toronto's waterfront and marine heritage;

f) endowing the Foundation sufficiently to sustain the continuation of Harbourfront's programming activities;

The Commission also recommends that the Board of Directors and staff of Harbourfront Corporation be invited to become the Board and staff of the new foundation; and that the Board be expanded to include community representatives, representatives of user groups and appropriate municipal government representatives.

2. The Harbourfront lands and properties should be planned with the City in accordance with the following principles:

   a) A minimum of 16 hectares (40 acres) of land be made available immediately for parkland and be conveyed to the City, including a continuous waterfront promenade along the water's edge.

   b) Provision of a community school site (acceptable to the appropriate school board) to serve the Harbourfront community and the surrounding area, for conveyance to the school board.

   c) Provision of community facilities, including, but not necessarily limited to a community centre, medical clinic, library facilities, day–care and play space for children, and a place to worship.

   d) The completion of Harbourfront Corporation's commitments with respect to assisted housing.

   e) The allocation of sufficient lands and properties to support the Harbourfront Foundation's programming mandate, as defined in recommendation 1 above, and including additional program facilities, such as:

      (i) a nautical centre, with sufficient space to provide permanent accommodation for the sailing clubs and schools currently operating out of makeshift facilities at Harbourfront; and

(ii) preservation of the Canada Malting silos, and consideration of their conversion to a civic museum.

f) The further planning and development of the Harbourfront lands including links to adjacent areas such as Coronation Park, Molson's, Dylex, Loblaws, SkyDome, the Railway Lands, the financial district, and the Central and East Bayfront be included in the City's review of the Central Area Plan.

g)No further building south of Queen's Quay West with the exception of low–rise buildings considered by the City to be in the public interest.

Note: Ongoing Commission research appears to support the argument that the pipeline projects are essentially completed deals creating irrevocable property rights that were agreed to by Harbourfront, the federal government, and the City more than two years ago.

Recognizing the City's responsibility in planning matters, and the fact that it has retained legal advice concerning the "pipeline projects", should City Council decide that changes in these projects can be negotiated through redesign or removing one or more of them by relocation to the north side of Queen's Quay West, or by the acquisition of property rights thereof, then such changes should be the first priority in the consideration of any building program for the balance of the Harbourfront lands.

h) An urban design plan be established as an integral part of Harbourfront's Official Plan amendments. This plan should incorporate ideas such as those proposed by Gary Hack in a report to the Minister of Public Works addressing the need for visual coherence; proposals put forward by Harbourfront's design panel concerning the need for a distinctive architecture appropriate to a setting along the water's edge and for special treatment of Queen's Quay West and attempt to capture the principles of Eberhard Zeidler in a submission to the Commission which spoke of bringing back the "romance that is the key draw of the Harbour, the age–old fascination of mankind with water".

3. The federal government should work with the City, the Harbourfront Foundation, and other appropriate bodies to give effect to the changes arising from these recommendations. The lands, properties, and residual interests now managed by Harbourfront Corporation, and those still in the inventory of Public Works Canada should be held and administered by PWC on a temporary basis until appropriate agreements with the City are implemented.

# 3. The Role and Mandate of the Board of Toronto Harbour Commissioners

## 1. Background

The Royal Commission's report, *Persistence and Change: Waterfront Issues and the Board of Toronto Harbour Commissioners*, focused on a number of important issues related to the Toronto waterfront and the Toronto Harbour Commissioners (THC). Among the most vital:

- The THC is a federal port agency, but its authority does not derive from legislation governing Canada's system of ports and harbours nationally.

  The THC is not subject to federal legislation, such as the *Financial Administration Act*, while other federal agencies and Crown corporations are required to adhere to such legislation as a basis for their financial accountability. Nor is the THC covered by federal environmental assessment legislation, while analogous provincial laws do not apply to the THC because it is a federal body.

- Notwithstanding the fact that the THC is a federal agency, the majority of its Board members are appointed by the Council of the City of Toronto; at the present time, all three City–appointed members of the THC's Board are Councillors of the City of Toronto. The fact that the THC can draw its Board members from amongst those of a municipal council makes it unique among the nine harbour commissions in Canada.

- The Board is far more than the harbour–minding agency that its name implies. The THC was established in 1911 not only in order to improve the facilities and operation of the Port of Toronto, but also in order to plan, develop, and manage the City's waterfront assets in the public interest.

- Since the Board was established in 1911, it has been responsible for lakefilling that has created some 1,000 hectares (2,500 acres) of waterfront land. Today, the THC's port and waterfront landholdings amount to about 485 hectares (1,200 acres). Some of the THC's current and former properties are vacant while others are significantly under–utilized. Certain portions, while used for transportation purposes, do not have a port function.

- At the same time, there is intense pressure for development in many parts of the City's waterfront, much of it for accommodating uses other than marine transportation. Industry, which is another traditional user of the waterfront, and a major creator of waterfront jobs, is also experiencing the effects of demands for waterfront space for other uses.

Despite a remarkable amount of change on the City's waterfront since the formation of the THC 78 years ago, some of the issues that prompted Parliament to establish it persist. Questions about accessibility, health and environment, the operation and needs of the Port, ownership and land use, and accountability continue to fuel debate about the present and future states of Toronto's waterfront. They are also ongoing central themes in the search for ways to best serve the public's interest in the use, enjoyment, and development of the waterfront.

## 2. The Hearings

In May and June 1989, the Royal Commission on the Future of the Toronto Waterfront held hearings on the role, mandate, and development plans of the Toronto Harbour Commissioners. Over the course of five days, the Commissioner heard a number of presentations, including that of the THC, on the issues of accessibility, health and environment, the Port, ownership and land use, and accountability.

The Royal Commission was also able to draw on the five reports submitted to it by the waterfront work groups, whose information and analyses covered some topics that touched, directly and indirectly, on the operations of the

THC. In addition, the comments made in the context of waterfront hearings on the Airport, waterfront health and environment issues, and Harbourfront provided the Royal Commission with insights about issues that are pertinent to the role, mandate, and development plans of the Toronto Harbour Commissioners.

## A. Accessibility

At the turn of the century, there was a widely held view in Toronto, particularly within the business community, that the Port was not the gateway to the City that it had been intended to be. Lakeward access to the City was being affected both by the lack of modern port facilities and by the poor condition of those that existed in the harbour. Landward access, not just to the Port but to the entire waterfront, was hampered by the barrier of railway crossings at grade which, in some streets leading to the waterfront, were up to 16 tracks wide.

In submissions to this Commission, it was clear that resolution of accessibility problems was seen as a necessary first step to tackling other, even more serious, waterfront issues. Improvements in accessibility also mean, in effect, regaining the waterfront and its use for the City.

A consistent theme was the lack of easy access to areas such as the Leslie Street Spit, Tommy Thompson Park, and Cherry Beach, and many submissions cited the lack of public transit as a particular problem. Some deputants said that public transit must be improved for areas that are not well served, such as the Leslie Street Spit and Cherry Beach, where the nearest transit pick–up and drop–off points are distant and where, in the case of Cherry Beach, there is no weekend service.

There was considerable concern about the public's access to the waterfront or, to be more exact, to the water's edge. One of the major problems when the THC was formed was that Torontonians had lost access to the waterfront as a place for recreation and enjoyment. In response to that concern, the Board's 1912 plan made provision for a significant amount of open space along the entire waterfront at the water's edge. Over time, however, unfettered access to the water's edge has not been seen as being consistent with safe and secure port and industrial use of the waterfront.

Moreover, the use of waterfront land as open space and for passive recreation constrained the THC's efforts to promote industrial development. The result was that, bit by bit over the years, public access to the water's edge was reduced as marine, industrial, and commercial users occupied more and more space there. The fact that public access was restricted was used to attract and keep industry on the waterfront.

With access a major issue in the Royal Commission's May hearings, it was suggested, among other ideas, that a seven–metre–wide strip along the water's edge be dedicated for public use, in order to secure the public's access to and enjoyment of the waterfront.

Several traffic–related issues were raised — for example, the ease with which industry is able to bring raw materials to plants on the waterfront and ship finished products out of the area. Concerns were expressed about congestion and gridlock on the roads and about the incompatibility of traffic for industrial purposes with such other potential uses of the waterfront as housing. There were references to the many parts of the waterfront that do not offer either pedestrians or cyclists a friendly or safe environment in which to travel.

Sailing clubs and recreational associations voiced concern about traffic in the Outer Harbour: increasing congestion and poor access to Lake Ontario from the Outer Harbour put board and small craft sailors at risk of colliding with larger, less manoeuvrable boats. One suggested solution was to cut a boat channel through the Leslie Street Spit. It was also pointed out that the presence of the THC's marina will further complicate the already difficult traffic problems in the Outer Harbour.

## B. Health and Environment

The Royal Commission's study, *Persistence and Change,* documented the influence environmental and health issues of the time had on the formation of the THC. In the days before World War I, there was a sense that the City was facing a public health crisis: industrial development, inadequate sewer systems, and years of dumping sewage into Ashbridge's Bay had created a stagnant body of water which, as the years passed, became a greater and greater health hazard.

At the same time, the location of facilities for handling City sewage and waste disposal was also an issue and, when the THC was formed in 1911, it was proposed that a waste disposal plant be located at the eastern end of Ashbridge's Bay. The THC opposed the idea because it felt the facility would inhibit its plans for exploiting the waterfront's industrial development potential.

However, the THC was unable to prevent the eventual construction of Toronto's main sewage treatment plant to the eastern end of what is now known as the Port Industrial District. Moreover, the City of Toronto built, and for many years operated, the Commissioner Street incinerator plant in the centre of the district. What both developments did, of course, was to reinforce the image of the waterfront as a dumping ground for the rest of the City.

Water, soil, and air quality issues were brought up in a number of submissions presented to the Royal Commission. Sailing clubs and recreational associations, particularly small craft sailors, expressed anxiety about the quality of water in the Outer Harbour. Boardsailors spend considerable lengths of time actually in the water and they are concerned not only about the short–term effects of doing so, but also about the long–term health consequences of being immersed in the water of Toronto's harbour.

The issue of soil quality arose in connection with the THC's history of development in the Port Industrial District, and the fact that the many years of heavy industry in the area might have left waterfront soil that would not be able to meet current environmental standards. The Royal Commission was urged to have tests conducted on the soil in the Port Industrial District.

Questions about the quality of soil on the Leslie Street Spit were also raised; the Royal Commission was told that, until the 1960s, no quality standards were applied to lakefill materials. From then until the early 1970s, the so–called sight–and–smell test was used to identify contaminated materials that were about to be dumped on lakefill sites. The procedure, which was administered by THC staff who controlled access to lakefill sites, could hardly be called a test at all.

In the 1970s, the Toronto Harbour Commissioners did accept a federal–provincial standard that had been established for the open–water disposal of materials dredged from the bottom of such bodies as the harbour. The standard, which is still in effect, was not developed for materials that might come, for example, from building excavations, and refers only to contaminants that were thought to be important in the early 1970s. Since 1988, however, tests have been conducted on the actual excavations in which lakefill materials originate, but these tests are not carried out on a regular basis and are geographically limited to excavation sites south of Queen Street.

Air quality issues were raised in connection with industrial activities on the waterfront. The Royal Commission was told that a careful analysis and monitoring of local incinerators, industries, and the Hearn Generating Station — should it be returned to service — would help in identifying toxic air emissions. It is hoped that such monitoring would go hand in hand with the elimination or, at least, the reduction of pollutants that are found.

The same monitoring should provide the basis for distinguishing those air emissions that are simply unpleasant or unsightly from those that are hazardous. One deputant made the point forcefully: industrial operations occasionally emit steam which, even though it may have an unpleasant odour, is harmless.

## C. The Port

In the almost 80 years since the formation of the THC, three major milestones in marine transportation have had an effect on the Port of Toronto.

The opening of the Welland Canal made it possible and economical for larger ships, called "upper lakers", to ply the Great Lakes. The Canal opened at a point when the THC's first modernization of the Port was nearly complete; shipments into the Port of Toronto, particularly of coal, grain, and petroleum products, increased sharply and helped spur industrial development on the waterfront.

The opening of the St. Lawrence Seaway in 1959 permitted vessels to travel the length of the St. Lawrence–Great Lakes water system. The Seaway enabled foreign traffic to come right into the Port of Toronto and, at first, stimulated marine traffic there. But the initial gains were eroded in the 1970s and 1980s by several factors: more and more containers, increasingly off–loaded at the ports of Halifax and Montreal, came into use; vessel owners, out of financial necessity, insisted on faster vessel turnarounds; and, most recently, the increasing use of 4,000 TEU container vessels (twenty–foot equivalent units, a measure of ship size related to container capacity), which are simply too big to navigate the Seaway.

The Port suffered further losses of bulk cargo traffic in the 1980s when Ontario Hydro mothballed the Hearn Generating Station; as a result, the number of vessel calls dropped from a high of 1,187 in 1967 to a low of 255 in 1985. In 1988, the Port of Toronto registered 315 vessel calls.

Policies of the federal government related to the cost of shipping by rail made such eastern Canadian ports as Montreal and Halifax attractive at the expense of Toronto and other inland ports: it was far less expensive for shippers to off–load and then transfer cargoes by rail than to sail up the St. Lawrence and into the Great Lakes basin. Toronto did not and, for the most part, could not, become a major player in the evolving structure of the Canadian and international marine transportation industry.

During the course of its hearings, the Royal Commission was told that the Port of Toronto is well managed by the Board of Toronto Harbour Commissioners. According to its own testimony, the Port currently handles a diverse range of cargoes, amounting to some 2 million tonnes (2.205 million tons) per year. Last year, some 1.7 million tonnes (1.874 million tons) of bulk cargo, such as soya beans, cement, and sugar cane, were handled by privately owned and managed terminals. THC–operated terminals handled approximately 300,000 tonnes (330,750 tons) of general cargo, most of it imported steel products.

The Royal Commission found that, at the same time, much of the Port's traffic stems from local markets and Port industries, such as cement production, soya bean processing, and sugar refining. With tonnage roughly equivalent to that of the Port of Goderich, west of Toronto, and a cargo mix equivalent to the Port of Trois–Rivières, Québec, Toronto is a regional port, serving specific local industries.

It seems that, even if new sources of traffic do materialize, there is little likelihood that the Port of Toronto will ever match its previous high traffic levels.

## D. Ownership and Land Use

Public versus private ownership has long been an issue in any debate on the nature and direction of waterfront development in the City of Toronto. Its persistence as a matter of concern owes much to the equally long–standing belief that public ownership offers an effective means for ensuring a mix of land uses on the waterfront which would serve best the needs and interests of the public.

The formation of the THC in 1911 was an institutional solution to issues of ownership and land use: the operations of the Port and the development of the City's waterfront would involve the key players: the City, the federal government and, representing the business community, the Toronto Board of Trade. Federal legislation conferred broad powers on the THC "to acquire, expropriate, hold, sell, lease and otherwise dispose of such real estate ...as it may be deemed necessary or desirable for the development, improvement, maintenance and protection of the harbour".

Once formed, the THC moved with relative speed to produce a plan for developing the City's waterfront, what has come to be known as the 1912 plan. It was the basis for the THC's waterfront development planning until the release, in 1968, of *A Bold Concept for the Redevelopment of the Toronto Waterfront*, which, like its predecessor, projected massive land use development projects on the City's waterfront.

While different in a number of respects, both plans declared that the THC was committed to developing an area portrayed as underdeveloped and operating below land use potential, although suited for mixed uses, including industrial, commercial, and recreational activities.

In March 1988, the THC released a third document, *Discussion Paper: Port Industrial Area Concept Plan;* it, too, outlines a number of land use development possibilities for the waterfront. When it announced its public hearings, the Royal Commission invited comments on the Concept Plan and on the THC's earlier efforts to steer development on the City's waterfront. Indeed, the issue of appropriate land uses for the City's waterfront was a major topic of discussion at the hearings and it soon became clear that recent and potential development on the City's waterfront were a grave concern within the community.

Questions were raised about the THC's ability to plan for industry on the waterfront and some submissions suggested that waterfront industrial development planning might be better carried out by the City or Metropolitan Toronto governments.

A number of organizations and individuals came forward to make recommendations about the Outer Harbour and the Leslie Street Spit: sailing clubs and other recreational associations spoke of the potential of traffic and congestion when the Outer Harbour Marina opened and suggested that the size of the marina be decreased from the current 1,200 berths to 400 berths, or that the marina development be halted entirely.

One major landholder in the Port Industrial Area, Ontario Hydro, came forward to say that it remains committed to maintaining the Hearn Generating Station on the waterfront: while the station is not now used to generate power, and would take some time to recommission, Hydro sees it as part of its reserve generating capacity for the City of Toronto.

The Royal Commission also received advice on waterfront land use that is pertinent to the issues discussed at the hearings on the waterfront issues related to the Toronto Harbour Commissioners. The reports by the work groups on Parks, Pleasures, and Public Amenities and on Housing and Neighbourhoods described significant opportunities for expanding recreational land and housing uses on Toronto's waterfront.

Finally, it should be noted that, during the Royal Commission's hearings, deputants emphasized the importance of environmental quality when land use planning decisions are made for the Metro waterfront. The Commission was urged to initiate tests of waterfront lands, in order to identify which areas require remedial environmental clean–up and to establish the range of potential land uses compatible with conditions on specific sites.

## E. Accountability

The call in 1911 to form a new harbour agency was at least partially in response to the concerns of various groups that no single body was accountable for operating and managing Toronto's Port and for developing Toronto's waterfront. Control over the Port and the waterfront was divided among a number of institutions, including City Council and a body called the Harbour Trust. None of the then–existing institutions could inspire the necessary confidence in its ability to serve the public's interest in the waterfront and to control development there. An entirely new body — a harbour commission — seemed to offer the greatest potential for developing Toronto's waterfront and Port, while providing local control and accountability.

In the course of its hearings, the Royal Commission heard a good deal about accountability: there are now more than 30 agencies of four levels of government — federal, provincial, Metro, and municipal — that have some greater or lesser authority over planning and development on Metro's waterfront. With so many agencies, efforts to co–ordinate planning and development there have frequently been unsuccessful. Local control and accountability are also affected by the presence of special–purpose agencies like the Toronto Harbour Commissioners, which are not directly answerable for their actions through any elected body.

Several deputants to the Royal Commission's May hearings were dissatisfied with the extent to which the THC is and has been accountable for its activities on the City's waterfront. Representatives from the two levels of government — municipal and federal — that appoint members to the THC's board noted that the actual amount of influence each has on the THC is limited.

The *Canada Gazette*, Part III, makes the Minister of Transport officially responsible for administering the *Toronto Harbour Commissioners Act, 1911*. But, according to testimony at the Commission hearings, the federal government's interest in the THC is limited to the way that body operates the Port of Toronto, and the only requirement under the act itself is that the THC submit an annual report to the Minister.

In the case of the relationship between the City and the THC, the oath of office, which must be sworn by all members of the Board of Toronto Harbour Commissioners, makes it difficult for members appointed by Toronto City Council to represent the interests of the City when those conflict with the interests of the THC.

Suggestions for improving accountability ranged from expanding the membership of the THC's Board to replacing it with a new agency.

The THC raised the issue of accountability at the June hearings of the Royal Commission. The THC's submission was silent on the issue of formal accountability; it chose instead to stress the extent to which, as part of its internal decision-making processes, the THC consults and builds consensus with groups and individuals who use the waterfront.

That was certainly not the impression left by submissions to the Royal Commission hearings on the Toronto Island Airport (which is managed and operated by the THC) in January, February, and June of this year; in fact, the Commission heard repeated complaints that the THC does not consult adequately or appropriately with individuals and groups using waterfront facilities it controls: members of the general aviation community, such organizations as the Canadian Owners and Pilots Association and Harbourfront Residents' Association, and representatives of commercial operations at the Airport — all had the same criticisms.

The THC pointed out that, in discussions over the past 15 years, it has not been able to reach a consensus with the City of Toronto on the question of industrial land use on the waterfront. In fact, the THC has generally had a difficult working relationship with the City — disagreements about the marina development on the Leslie Street Spit being merely the most recent example.

## 3. Conclusions and Recommendations

The Royal Commission report, *Persistence and Change: Waterfront Issues and the Board of Toronto Harbour Commissioners,* makes it clear that a crucial point has been reached in developing a vision for Toronto's waterfront. The five days of hearings on the THC and its waterfront development plans served only to reinforce the recognition that important change is possible on the waterfront — but only if there is a coherent sense of the role of the waterfront in the life of Metro Toronto, and only if that change reflects a broadly based consensus that has been reached co–operatively amongst the myriad agencies and bodies with waterfront interests, after the fullest possible public consultation.

During the hearings, the Royal Commission was always conscious that its task is to co–ordinate views and build consensus on the future of Toronto's waterfront; certainly, the Commission has been aware that its very existence is an opportunity to bring together all interested parties to work out the fundamental elements of the waterfront's future. The conclusions and recommendations that follow — like all the conclusions and recommendations in this report — are offered as part of that process.

A substantial mass of material about the THC and the Port of Toronto was made available to the Royal Commission, as the result of submissions made to it in public hearings and the research done by the Commission's staff in preparing *Persistence and Change*. Briefly:

The Port of Toronto is relatively modern, with facilities that have been upgraded regularly over the years, and it has the physical capacity to compete aggressively with other Great Lakes ports. The long–term reduction in traffic and the decline in the relative significance of the Port do not reflect either a lack of capacity or quality in Port facilities. Rather, changes in the commercial marine shipping industry have meant that it is no longer economic as a principal destination for shippers.

Recognizing that fact and scaling down plans and expectations accordingly will not detract from the importance of the Port for local purposes.

A commercial port will always be essential to certain industries, located on the waterfront and elsewhere, that receive raw materials and ship by water. Because most of these have their own terminal facilities and because related property holdings appear to satisfy future dockage requirements, there would seem to be no need to set aside substantial acreage for their commercial marine terminal operations.

At the same time, an industrial strategy for the Port and THC lands should give rise to new possibilities and opportunities for economic diversification in the City. Those lands would, in effect, become a showcase for future–oriented industries, operating on an environmentally sound basis, as Toronto heads into the 21st century.

That having been said, it must be emphasized that clear–cut priorities have to be established, to determine which industries needing Port facilities would strengthen

Metro's industrial base while enhancing Port activity. If an industry did not actually require Port terminal facilities, it might, nonetheless, appropriately be located in the Port — if, for example, it were water–related.

Given the public's concern about the quality of the environment, the THC lands could be used to encourage industries whose very operations or products are geared to environmental protection and improvement.

In speaking about waterfront industry it is important to distinguish between actual industries and those companies involved only in trans–shipping materials through the Port, for example, aggregate handling facilities that receive or store sand and gravel produced elsewhere. However important the aggregate business may be to the Port and to Toronto, it should not be confused with industries that employ skilled labour and that are so necessary to Metro's future.

The existence of more than 485 hectares (1,200 acres) of THC lands, and other under–utilized, publicly owned lands south of Front Street, makes it possible to consider other pressing needs, especially recreation and housing.

Any number of studies have shown that the denser the urban centre, the greater the need residents have for places that are green and peaceful, and that offer escape from noise, crowds, and pollution. Toronto's location on Lake Ontario makes water–related recreation possible, some of it on THC lands, whether at the Outer Harbour headland, Cherry Beach or the north shore of the Outer Harbour.

Boaters, strollers, bird–watchers, and bathers all make use of portions of these lands. The conflicts that have sprung up amongst them can be overcome with sensitive and sensible planning. Using Toronto's tradition as a diverse community, it is sensible to provide a wide variety of recreation experiences.

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In speaking about waterfront industry it is important to distinguish between actual industries and those companies involved only in trans–shipping materials through the Port, for example, aggregate handling facilities that receive or store sand and gravel produced elsewhere. However important the aggregate business may be to the Port and to Toronto, it should not be confused with industries that employ skilled labour and that are so necessary to Metro's future.

The existence of more than 485 hectares (1,200 acres) of THC lands, and other under–utilized, publicly owned lands south of Front Street, makes it possible to consider other pressing needs, especially recreation and housing.

Any number of studies have shown that the denser the urban centre, the greater the need residents have for places that are green and peaceful, and that offer escape from noise, crowds, and pollution. Toronto's location on Lake Ontario makes water–related recreation possible, some of it on THC lands, whether at the Outer Harbour headland, Cherry Beach or the north shore of the Outer Harbour.

Boaters, strollers, bird–watchers, and bathers all make use of portions of these lands. The conflicts that have sprung up amongst them can be overcome with sensitive and sensible planning. Using Toronto's tradition as a diverse community, it is sensible to provide a wide variety of recreation experiences.

At the May hearings of the Royal Commission, there were many calls for more and better recreational facilities on the waterfront. Anticipating that the Royal Commission would recommend improvements in waterfront recreation, the THC proposed at the June hearings to lease to the City 44 hectares (109 acres) of land south of Unwin Avenue, including Cherry Beach, for 99 years at $1 per year, the land to be used for park purposes.

But the need for better recreation is not the only problem: the lack of affordable housing is both well known and well documented. Just as Toronto must be concerned about the balance of industrial and service jobs, it must address the current imbalances in the types of housing and the price of housing in the community. Conventional wisdom suggests that, especially on the waterfront, housing and industry do not mix. Noise, traffic, dust, dirt, and odours are often cited as reasons for separating them, but that point of view assumes waterfront industry will always be noxious to the surrounding community; it overlooks examples of successful co–existence.

The point is that bringing the municipalities to the lake requires a great deal more flexibility and ingenuity than is shown by merely paving a sidewalk strip along the water's edge. People who work in waterfront industries must live somewhere and there is no reason why, with careful planning and the creation of buffers of light industrial, retail, and recreational uses, housing could not co–exist comfortably with waterfront industries.

Any discussion about housing, or about the waterfront generally, must be carried out against the backdrop of environmental concerns. The land in the Port of Toronto was created by dumping material into the harbour and lake, with very little attention being paid to the quality of the lakefill, or to its components. The recent rule that lakefill materials must conform to minimal guidelines developed almost 20 years ago does not ensure that fill is "clean": it simply means that the fill has been tested for, and does not exceed, certain limits for specific pollutants that may be found in materials dredged from certain sites.

Over the years, industries that emitted noxious smells or that were noisy were encouraged to locate in the Port and adjacent lands; 24–hour operations, some of which involved unmonitored discharges into the air, water, and soil, probably exacerbated the contamination created by lakefill.

However, merely acknowledging the existence of pollution is not good enough and responsible industries are beginning to take steps to prevent environmental damage as the result of their operations. Still, an assessment of the quality of the air, water, and soil, and taking necessary remedial steps must occur before final decisions on land use are made; the standard applied to every proposed land or water use is that the project will measurably improve the environment on the waterfront.

Although the Board of Toronto Harbour Commissioners has a demonstrated ability to operate the Port (and any structural change should take that capability into account and work to strengthen it), the THC has not shown the same interest or skill in protecting the environment or planning and developing lands not directly related to the functioning of the Port. Moreover, it has resisted any attempts to make it accountable for the manner in which it exercises its planning and zoning powers, and has generally considered itself exempt from municipal, federal, and provincial environment legislation.

All of this has happened despite the fact that THC lands that do not serve the Port function are a far larger portion of the City's waterfront acreage than lands used for shipping purposes. Clearly, as a public agency, the THC has an obligation to submit any of its actions, whether they involve Port or non–Port land, to laws and regulations designed to protect and improve the environment.

On that basis, the Royal Commission makes the following recommendations.

1.The THC's responsibility, jurisdiction, and mandate to operate the Port of Toronto should be clearly separated from planning or development of lands that do not serve the Port function on the waterfront. The THC should retain its mandate to operate the Port of Toronto in and for the interests of the City of Toronto, but its jurisdiction should be limited to that task.

2.In addition to the proposed changes to the THC's mandate, there is a need for both greater local control of waterfront planning and a better system of accountability. These, too, will require amendments to the *Toronto Harbour Commissioners Act, 1911*. The Royal Commission will be making more specific recommendations in this regard.

3.The actual amount of land now needed to operate the Port, and the amount of land likely to be needed in the future, should be defined after further detailed analysis. This is a subject to which the Royal Commission will return in the second phase of its work.

4.A complete environmental evaluation of all THC lands should be undertaken immediately and should include tests of air, water, and soil quality to identify and measure contaminants. That evaluation, as well as development of new standards for material used as lakefill, should take place before any major decisions are made on the future of the Port and the lands adjacent to it.

Environmental awareness must be the basis for any action involving the future of the waterfront, in order to meet conditions of sustainable development which, along with a concerted effort to "green" the Toronto watershed, would mean a dramatic improvement in the quality of the air, water, and soil of the Port and the lands adjacent to it.

Fragmented activity by the various bodies and jurisdictions with interests on the waterfront will make it impossible to develop or implement a coherent strategy for "greening" the watershed. A regional, intergovernmental management framework, with a strong local base, is needed; each of the three waterfront municipalities must plan and approve its own developments, but must do so while recognizing the effects of its decisions on the others. Metro Toronto's waterfront itself has been, and always will be, the place where the effects of all upstream decisions in the watershed converge.

> 5.In order to facilitate the necessary degree of co-operation and co-ordination among jurisdictions with an interest in the future of the Toronto waterfront, the Royal Commission recommends that the THC lands and adjacent provincial lands in the Central Waterfront be pooled to permit the governments of Ontario and Canada to jointly sponsor an environmental evaluation of them. The Royal Commission recommends that, while it is being conducted, the Province use its powers under Section 3 of the *Planning Act, 1983* to declare a Provincial interest, covering the combined lands as well as the headwaters and river valleys of the Toronto watershed.

The recommended environmental evaluation should be seen in the context of the quality of environment and health in the entire region: from Carruthers Creek on the east, to the Credit River to the west, to the Oak Ridges moraine to the north, and the lake on the south. The elements of the watershed are as environmentally interdependent as they are economically linked and, as the report of the World Commission on Environment and Development makes clear, it is time to integrate environmental and economic concerns and initiatives.

The proposed evaluation should build on and extend the research and the recommendations made to the Royal Commission by the Environment and Health Work Group, and in keeping with the recommendations made in the next chapter of this report. Such an evaluation of the THC and provincial lands will be an important addition to two other studies currently under way, one of the Rouge River valley and the other of the Lower Don River.

# *4. Environment and Health Issues*

This spring, the Environment and Health Work Group, one of five established by the Intergovernmental Waterfront Committee in September 1988, presented its report to the Royal Commission. Titled *Environment and Health,* its purpose was: to summarize current plans and initiatives related to health and the environment; to evaluate the issues that have to be addressed if the Toronto waterfront is to achieve its highest potential; and to identify new opportunities, assuming that there is greater co–ordination amongst all levels of government and public authorities. In addition, the report served as an information resource and point of departure for four days of hearings on environment and health conditions, issues, and opportunities on the Toronto waterfront.

This chapter of the Commission's interim report examines, first, key environment and public health concerns expressed at the Commission's hearings, and considers them in the context of available technical reports and studies. In many instances, the Commission re–contacted deputants who appeared at the hearings, in order to clarify and ensure the accuracy of comments on specific issues. In addition, officials of the Ontario Ministry of the Environment (MOE) who did not attend the hearings were contacted to confirm that specific concerns were presented in this report in a fair and balanced manner.

Then, the Commission makes a number of recommendations, all intended to ensure a brighter future for Toronto's waterfront. The Commission believes that, in the past 25 years, changes on the waterfront and in the watersheds draining to it have happened too quickly, with potentially damaging long–term results to the environment and health. In fact, there may be no solutions to some of the most serious effects, including the contamination of sediments by heavy metals and toxic organics.

The Commission is of the opinion that a pause is needed so that we can analyse and learn from past mistakes and, once and for all, establish policies and techniques that would permit waterfront development with little or no environmental and health damage and risks. That is why the Commission's recommendations include the call for a hiatus in making further changes, to produce, in time, a waterfront that conforms to the principles of sustainable development and ecosystem diversity.

## *1. Background and Issues*

### A. Health

Many submissions to the Royal Commission referred to health concerns in one form or another. People spoke about various ways in which the waterfront environment may be affecting their health. For example, they are concerned about the quality of water for drinking and water contact sports; contamination of fish; air pollution; soil contamination; and noise. As Sarah Miller, deputant on behalf of the Canadian Environmental Law Association, said on 25 April 1989:

> Torontonians' relationship to their waterfront is a sad one. We no longer can look to our waters as a physical and spiritual source of renewal. We flee our city to swim and 48 per cent of users feel our waters are such a threat to our well–being that we spend money buying bottled water and water filters for our drinking water. Our water has become one–dimensional to us, a view or backdrop. It's too disturbing to think about what's underneath the surface.

Clearly, health implies more than the absence of disease; it also means having confidence that food, water, and air are safe. Opportunities for active recreation and passive relaxation depend on the availability of a range of accessible, public open spaces. A sense of satisfaction with the form and development of the city, as well as continuity with the past, are important elements that contribute to a perception of a good environment for living, working, and playing. Empowerment — the ability of people to use information and power to make choices and influence their environment — is widely recognized as an important factor in promoting good health.

The Commission adopted the recent definition of health accepted by both the federal and provincial governments:

> Health is the extent to which an individual or group is able on the one hand to realize aspirations and satisfy needs and, on the other hand, to change or cope with the environment. Health is therefore a resource for everyday life, not the objective of living. It is a positive concept that emphasizes social and personal resources as well as physical capacity.

In attempting to assess the links between environmental quality and human health on the Toronto waterfront, we found that very little information is available. The following review identifies some of the key issues.

### Toxics

In 1985, the Royal Society of Canada and the U.S. National Research Council, having reviewed several studies on the accumulations and impact of toxic chemicals in Great Lakes populations, concluded that:

> In light of [available] information, the committee finds substantial evidence that the human population living in the Great Lakes basin is exposed to, and accumulates, appreciably more toxic chemical burden than people in other large regions of North America for which data are available.
>
> [Quoted in "Great Lakes United. A Citizens' Agenda for Restoring Lake Ontario: Report of a Regional Meeting on Lake Ontario Water Quality Issues" (Buffalo: Great Lakes United, 1988), 31.]

In the summer of 1988, the Lake Ontario Organizing Network (LOON) held an outreach program in 33 communities around Lake Ontario. It found that an overwhelming number of people are convinced that their health is being negatively affected by living in the Lake Ontario basin.

One local example was brought to the attention of the Commission at the hearings:

> I was very disturbed to learn that four mothers in my own community on Toronto Island had their breast milk tested and found that it contained excessive, dangerous levels of PCBs. These are women who do not eat fish from the lake and lead health– conscious lives...[Sarah Miller, deputant for the Canadian Environmental Law Association, 25 April 1989.]

While the pathways of this contamination are not known, we do know that PCBs are widespread in our environment, for example in sediments in the Toronto Harbour, in the rivers, in emissions from incinerators that burn sewage sludge, and in lakefill sites.

The sources of toxic chemicals in Lake Ontario include municipal sewage treatment plants, industrial facilities, stormwater run–off (direct discharges to the lake plus indirect discharges via the rivers), and the Niagara River. Thus the contaminant loadings in the sediments and waters of the Toronto waterfront are the result of lakewide, as well as local, problems. Therefore, in order to achieve a healthy environment on the waterfront, it is necessary to ensure that remedial and preventive actions are taken throughout the Great Lakes basin, as well as in the Area of Concern being addressed by the Toronto Remedial Action Plan.

The Lake Ontario Toxics Management Plan (as detailed in *A Report by the Lake Ontario Toxics Committee of Environment Canada, U.S. Environmental Protection Agency, Ontario Ministry of the Environment and New York State Department of*

*Environmental Conservation*, 1989) summarized the key issues on the impact of toxics in Lake Ontario on human health:

1. Certain toxics (PCBs, mirex, chlordane, dioxin, mercury, hexachlorobenzene, DDT and metabolites, and dieldrin) bioaccumulate in some Lake Ontario sportfish at levels that make them unsuitable for unrestricted consumption by humans.
2. Hexachlorobenzene, DDT and metabolites, and dieldrin are found in the ambient water column at levels above standards and criteria designed to protect human health.
3. No toxics are found in drinking water at levels above standards designed to protect human health.
4. Generally accepted direct indicators of the impact of toxics in Lake Ontario on human health are not presently available.
5. While the levels of some problem toxics in Lake Ontario have been reduced over the past two decades, they may be stabilizing at unacceptably high levels.

While there is little information on the effects of toxics on human health, there is conclusive evidence to link toxic substances in Lake Ontario with severe problems in wildlife. As *A Citizens' Agenda for Restoring Lake Ontario* (page 33) points out:

> Linking reproductive failures and birth defects in fish and wildlife to human health effects is not an exact science. But it is obvious that if fish and wildlife are sick, the ecosystem is not well, and humans, as part of that ecosystem, are likely to be affected also.

Some investigations of health issues in the Great Lakes basin are under way, and several major studies are due to be released in the fall of 1989:

1. "The Impact of Great Lakes Toxic Chemicals on Human Health, A Working Paper", by Dr. Theo Colborn, for the Environmental Health Directorate of Canada.

2. "In Sickness and in Health: The State of the Environment of the Great Lakes", a joint project of the Conservation Foundation, Washington, D.C., and the Institute for Research and Public Policy, Ottawa.

3.A report of the Toxics Task Force, a group comprising officials of Environment Canada, Health and Welfare Canada, and Fisheries and Oceans Canada. The study will provide a review and synopsis of existing data on the occurrence of toxics in the environment (sediments, suspended sediments, and water) and their effects on health in the food chain (fish, turtles, fish–eating birds, and humans).

## Drinking Water

In view of the number of toxic substances in Lake Ontario sediments and water, there is considerable public concern about the safety of drinking water. Public authorities provide assurances that our drinking water *is* safe. Raw and treated water from the three major Metro Toronto water treatment plants is regularly tested for 154 parameters under the Ontario Ministry of the Environment's Drinking Water Surveillance Plan. There have been rare exceedances of the Canadian drinking water concentration guidelines by one or two substances in the treated drinking water.

However, there is insufficient information on the potential health effects of many chemicals, and there are no health–related guidelines for many of them. The list of parameters is continually updated to reflect lower detection levels, add new chemicals of concern, and delete chemicals which are never detected.

Trihalomethanes (THMs) are formed when the chlorine used to disinfect the raw water as it enters the treatment plant combines with trace levels of organics in the water. Although the health risks of THM levels warrant further research, alternate methods of water treatment, including ozonation and activated carbon filtration, are currently being assessed.

In response to residents' concerns about the quality of their drinking water, the City of Toronto's Environmental Protection Office recently undertook a study, to be published this fall, of "The Quality of Drinking Water in Toronto: A Comparison of Tap Water, Water Treated by a Point–of–Use Device, and Bottled Water".

### Bacterial Contamination

One of the most visible symbols of pollution of the Toronto waterfront is the placarding of the swimming beaches during the summer. People are advised not to swim in the lake because of high levels of fecal coliforms, which are indicators of a risk of gastrointestinal, ear, or throat infections. While designated bathing areas are placarded, there is also a risk in other parts of the waterfront to windsurfers and small dinghy sailors who are in direct body contact with the water.

The impact on recreational enjoyment of the waterfront as the result of bacterial contamination of water was emphasized in several submissions to the Commission. For example, one person commented that windsurfers are the most intensive users of the water, and are very concerned about its quality. Another deputant said that it is a sad situation for residents of a waterfront city to be denied access to the cooling waters of the lake during a long, hot summer.

### Air Pollution

At the public hearings on environment and health, the Citizens for a Safe Environment group and several residents' associations expressed concern that air pollution is endangering their health.

The air quality of the Toronto waterfront is a product of the range of sources in a major urban airshed. These include:

sulphur and nitrogen oxides and hydrocarbons from industrial sources and residential heating; particulate matter from incinerators, industrial sources, vehicles, and construction activities; ozone created when nitrogen dioxide reacts with hydrocarbons in the presence of sunlight; and contaminants transported from distant sources.

There are three important reasons to consider air quality within the specific context of the Toronto waterfront:

1. Atmospheric deposition is a potentially significant, although as yet poorly understood, source of pollutants to the watersheds, rivers, and lake.
2. Historically, the waterfront has been home to a variety of polluting industries, generating stations, and incinerators, and this pattern of location may well continue.
3. The waterfront is a major corridor for large numbers of vehicles on the Gardiner Expressway and Lakeshore Boulevard. High–density development along the Toronto and Etobicoke waterfronts, on the railway lands, and St. Lawrence Square will act as a magnet to bring an increasing number of vehicles to the waterfront.

The report *Toronto: State of the Environment* (City of Toronto, Department of Public Health, 1988) cites findings that the ambient air quality in the City of Toronto is generally satisfactory. Ambient air quality criteria are usually met for all of the conventional pollutants which have such criteria (carbon monoxide, nitrogen dioxide, sulphur dioxide, ozone, and total suspended particulates). Reductions in emissions have been achieved from all sources except vehicle emissions, which have been increasing.

When compared with other Ontario communities, Toronto has the highest annual average concentrations of carbon monoxide, nitrogen oxides, and respirable particulates. There are many occasions when recommended levels of some pollutants, especially ozone, are exceeded. A recent example occurred in July 1988, when ozone levels were so high that the Ontario Ministry of the Environment advised residents of Toronto and many other municipalities not to exercise outdoors, while those with respiratory disease and the elderly were urged to stay indoors.

While vehicle emissions are the primary source of urban air pollutants, there are some existing and potential point sources on the waterfront to consider.

For example, the Main Sewage Treatment Plant has an incinerator that burns approximately 73,000 tonnes (80,482.5 tons) of sewage sludge per year. There is little information on the chemicals in the emissions and the fly ash from the incinerator.

A 1987 review by the City of Toronto Board of Health of the environmental fate and persistence of potentially hazardous chemicals in waste incinerator emissions found that data are incomplete for many substances and pathways are poorly characterized. Therefore, it is difficult to determine the contribution of chemicals emitted from incinerators compared to other loadings in the ecosystem. There is also limited information on the health effects of long–term low–level exposure.

Proposals to locate energy generating facilities on the Toronto waterfront include:

1. A refuse–fired steam plant to be built at the bottom of Cherry Street, originally a City project, now transferred to Metro to consider in the context of SWEAP (Solid Waste Environmental Assessment Plan); an individual environmental assessment of this proposal is in progress.
2. Trintek Systems Inc. energy–from–waste plant to be located at Bouchette Avenue and Commissioners Street; an environmental assessment is in progress.
3. A steam–from–gas facility proposed by the Toronto and District Heating Corporation.

4. A Trigen District heating plant, to be located on the Hearn property, would burn gas to provide district heating for the Railway Lands.
5. The Hearn Electrical Generating Station has not been used to generate power since 1983; however, Ontario Hydro plans to return the station to operation, using gas and/or coal, in the future.

It would be useful for some appropriate group or agency to review the potential environmental impact of these projects, to examine the legislation and policies in place to monitor and control emissions to the air, and to assess the possible individual and cumulative effects of such potential point sources of air pollution on the waterfront environment.

The City of Toronto's Environmental Protection Office is planning to undertake an air toxics study to determine whether exposure levels to air toxics in the City of Toronto pose a risk to human health.

### Soil Contamination

Much of the soil in the Central Waterfront is contaminated, some because the original fill material was tainted, some because of industrial activities and spills. The City of Toronto's Environmental Protection Office is compiling an inventory of sites in Toronto where soils may have been degraded by previous land uses. The next step will be to establish a relationship between specific land uses and actual soil contamination, providing invaluable information in pinpointing likely areas of concern when considering proposed changes in land use, as well as in assessing the quality of excavated material for use in lakefill projects.

The Toronto Harbour Commissioners require that sites on their property be decommissioned whenever there is a change in land use. They apply the *Guidelines for the Decommissioning and Clean–Up of Sites in Ontario,* published by the Ontario Ministry of the Environment, Waste

Management Branch, in 1989. The guidelines provide standards for different categories of land use:

1. industrial/commercial, and
2. residential/parkland/agricultural.

Generally, the clean–up criteria for residential, parkland or agricultural uses are more stringent than for industrial or commercial ones. Currently, the THC requires that sites be cleaned up to industrial/commercial standards.

### Noise

Submissions to the Royal Commission commented on noise associated with the Island Airport, the Gardiner Expressway, Lakeshore Boulevard, and railway and industrial operations. Although noise problems at the Island Airport are discussed in Chapter 1, the Commission has not yet had an opportunity to review noise from other sources along the waterfront.

### Conclusions

The Commission has identified a number of issues relating to the health of people on the waterfront. In all cases, there is inadequate information on the links between environmental degradation and health effects, although research is under way in many of these areas, much of it to be published later this year.

The Royal Commission plans to include health issues on the waterfront in its work program for the coming fall. It will include a review of existing information on health effects of environmental degradation on the Toronto waterfront.

In undertaking the work program, the Commission will consult with representatives from federal, provincial, and Metro and area municipal health, planning, and environmentdepartments, and non–government organizations with a special interest in health and environment.

## B. Lakefilling

As indicated in the report of the Environment and Health Work Group, extensive lakefilling has already occurred on Toronto's waterfront: virtually all the land south of Front Street is lakefill. Over the past 90 or so years, the Board of the Toronto Harbour Commissioners (THC) created more than 1,011 hectares (2,500 acres) of land — since the 1970s much of it to provide recreational facilities such as marinas and sailing clubs. For example, the Metropolitan Toronto and Region Conservation Authority (MTRCA) constructed Colonel Samuel Smith, Humber Bay, Ashbridge's Bay, and Bluffer's parks, while others, such as Marie Curtis Park and East Point Park, are in various planning stages. In addition, the Authority has undertaken some lakefilling below the bluffs at Scarborough for shoreline armouring and erosion control. Other projects include the THC's marina, currently under construction in the Outer Harbour, which will eventually accommodate 1,200 sail and power boats.

Other possible projects now being considered include: an Olympic–calibre rowing course, which would be located in Humber Bay and expected to require about one million truckloads of fill deposited over five years; and Expo 2000, a world fair, centred at Exhibition Place/Ontario Place, with lakefilling for commercial, recreational, and other uses.

The MOE and the MTRCA have conducted numerous studies to determine the effects of lakefilling on Toronto's nearshore water quality, particularly on nutrients, heavy metals, and trace organic contaminants. Divers have noted turbidity plumes extending from active lakefilling faces, producing accumulations of silt over the bottom of the lake and marina embayments. In some locations, the accumulations are removed by winter storms; in others such as Humber Bay, where there is less water exchange with the main lake, the pollutants are not transported offshore. As a result, sediment contamination can occur, providing the base for uptake through the food chain.

In general, the studies did not reveal serious effects, and except for the immediate vicinity of lakefilling faces water quality exceedances were generally less than those detected near other contaminant sources, such as local sewage treatment plants or tributary and storm sewer discharges. The MOE pointed out that analyses and interpretation of small sample volumes of water for low–solubility compounds such as heavy metals and trace organics are misleading. As an alternate, the Ministry tested centrifuged samples for suspended solids, arguing that such a technique provides a more sensitive indicator of the presence or absence of such pollutants. The analyses clearly revealed that, while lakefilling operations have had little or no short–term impact on surface–water quality, they do contribute to overall sediment contamination, with potentially damaging effects on the biological food chain.

Perhaps the only favourable aspect of the heavy metal and trace organics issue is that, as mentioned earlier, such contaminants do not dissolve easily in water. This means they are carried by the water on particles of suspended solids, in contrast to substances like salt that are soluble and dissolve in the water.

Because they are not easily soluble in water, the toxics tend to settle and become part of the sediments. This is fortunate in the Great Lakes, which supply drinking water that is safe for human consumption, and is undoubtedly the main reason why toxics have no adverse impact at Toronto's water treatment plants. However, as noted above, once the heavy metals and toxics become part of the sediments, there is a possibility that they will be incorporated into the food chain.

Prior to the 1980s, no rigorous testing of fill or monitoring of lakefilling impact was undertaken by environmental protection agencies. In 1979, the suitability of fill coming into the Leslie Street Spit was judged on the basis of what it looked like and how it smelled. (Trow Hydrology

Consultants Ltd. *Final Report A – Quality of Fill Deposited at Leslie Street Spit 1963–1986*, prepared for the Ministry of the Environment, 1987). By 1982, the Ministry of the Environment had initiated its Lakefill Quality Assurance Program (LQAP), based on chemical quality guidelines for fill. In 1987, the Ministry commissioned a study to test the quality of fill deposited in the Leslie Street Spit between 1963 and 1986. The results are worth mentioning.

If one compares the chemical results with the LQAP guidelines, the lakefill generally does not meet the criteria, with the exception of the hydraulically placed sands that only marginally exceeded the guidelines. The Ministry of the Environment Lakefill Quality Guidelines specify that four parameters: mercury (Hg), polychlorinated biphenyls (PCBs), lead (Pb), and cadmium (Cd) are High Priority Chemical Parameters (HPCP). Exceedance of any of these parameters renders the material unsuitable for lakefilling. Thirty–nine of the 54 samples analyzed exceeded one or more of the HPCPs. Seven of the remaining fifteen samples exceeded the parameters designated "under strict control..." Only two samples conformed to the Ministry of the Environment's guidelines. [Trow Hydrology Consultants Ltd. *Final Report A – Quality of Fill Deposited at Leslie Street Spit 1963–1986*, prepared for the Ministry of the Environment, 1987.]

The report did note, however, that

> ...with the introduction of visual and olfactory inspection in 1979 and the implementation of the Lakefill Quality Assurance Program, the exceedances of chemical parameters were generally reduced, except for chromium, copper and volatile solids. [Ibid.]

As a result of these findings, the MOE decided that greater control of the quality of fill being used in lakefilling was needed. The MTRCA was approached and asked to develop a fill control program that would be environmentally safe and practical. After careful consideration, *The Manual for Improved Lakefill Quality Control Program* (1988) was produced by the MTRCA, with revisions on 27 January 1989 and 14 March 1989. The approach, which replaced the Ministry of the Environment's LQAP, is temporary, to be implemented by MTRCA and regulated by the MOE; it was approved by the Minister of the Environment by letter dated 28 June 1988 to the MTRCA(Appendix A). W. A. McLean, general manager of MTRCA, explained the program to the Commission:

> All incoming material from sites which generate more than 200 cubic metres of material must be tested prior to being trucked to the fill site. Material which meets the guidelines for placement in open water is accepted. Material which meets the restricted land use (parkland) guidelines is directed to protected sites, if one is available, after passing a leachate test. Material suitable only for confined areas is placed only in confined areas if such an area is available. Material not meeting the guidelines is rejected. Seriously contaminated material is brought to the attention of the Ministry of the Environment."
> [W.A. McLean, The Metropolitan Toronto and Region Conservation Authority, 2 May 1989.]

One concern about this interim approach is that it is impossible to undertake soil surveys that are thorough enough to detect all trace contaminants that might be present. Once deposited as lakefill, such materials are potentially available for biological uptake. Moreover, the lack of resources and funds needed to sustain surveillance makes it hard to accept the MOE's audit/enforcement efforts as credible. For example, it takes many months before laboratory analyses are returned, which means that, in the meantime, contaminated fill can be dumped, without any chance of it being retrieved or of remedial action being taken.

The very fact that the current regulations are being applied only on an interim basis is disturbing: they are currently being revised by the Ministry, which expects to submit them to public review later this year. As a number of people pointed out to the Commission, lakefilling continues in the absence of a completed and approved policy; they pressed the Commission to act with a sense of urgency in the matter. Furthermore, there is no requirement to test fill from sites that are expected to generate less than 200 cubic metres of material; such fill could be seriously contaminated.

The Commission recognizes that the quality of fill now being deposited into Lake Ontario's littoral zone is substantially better than in past years; the THC is to be commended for its recent decision in regard to the Leslie Street Spit to use only that fill which passes MTRCA's most restrictive open–water disposal guidelines. The Commission also recognizes that the technical details and logistics of depositing fill will improve when the MOE's policy on lakefilling is completed and approved. Even then, however, there will be other major concerns, many influenced by lakefilling. Among the issues:

1. Extensive modifications of the Lake Ontario shoreline have altered natural coastal processes, causing contaminants to accumulate in sediments; in the past, such pollutants would have been transported offshore. For example, the MOE (Ontario. Ministry of the Environment, *Historical Development and Quality of the Toronto Waterfront Sediments – Part 1*, 1985.) believes that the build–up of contaminated sediments in the southeastern portion of Humber Bay will likely continue, that the influence of waves and currents on the area will be reduced, and that there will be less drift of clear littoral sands from the east. The Leslie Street Spit could be the governing factor in this regard.

2. Another recent report (Doug Wilkins, *Fishable, Swimmable, Drinkable: Report to Ruth Grier, MPP on the*

*Condition of Etobicoke's Waterways*. Toronto: Ontario New Democrats, 1988, p. 25.) came to the conclusion that:

> Lakefilling activities are a direct source of contaminants, but more importantly, they modify the coastal processes which, in normal circumstances, disperse and transport wastes from other sources out of the nearshore. As a result, the lakefill sites become in–place pollutant problem areas...

3. There has been no comprehensive assessment of the cumulative impact of lakefilling on Toronto's waterfront: for example, the relationship between contaminants from the Main Water Pollution Control Plant discharges and lakefilling at the Leslie Street Spit, and Humber Bay sediments. The impact of projects, if it is evaluated at all, is on a case–by–case basis, and over time, considerable environmental damage can occur. In its report to the Minister of the Environment, the Ontario Environmental Assessment Advisory Committee, discussing a proposal to refer the redevelopment of Etobicoke's motel strip to a review under Ontario's *Environmental Assessment Act*, was quite clear on this issue. Recommendation 3 stated:

> The provincial government should take an active role to ensure the co–ordination of redevelopment of the motel strip lands with other waterfront redevelopments in Etobicoke and Metropolitan Toronto generally. This co–ordination should ensure that cumulative environmental and planning effects are addressed fully. [Ontario Environmental Assessment Advisory Committee, *Request for Designation of Redevelopment of the Motel Strip Lands in the City of Etobicoke*, Report #33 to the Minister of the Environment (1988), 18.]

4. There has been no overall identification and evaluation of alternative sites for soil disposal, although the City of Toronto proposes to study this problem.
5. There has been no quantitative assessment to determine if sufficient clean fill is available in the City of Toronto to support possible projects, such as the Olympic rowing facility or Expo 2000. At one of the Commission's public hearings, Sarah Miller of the Canadian Environmental Law Association said:

   > Currently, there is already competition among sites for truck fill. The THC had to stop filling on the spit, putting their lease obligations 'on hold' in order to acquire fill for the Outer Harbour Marina. [25 April 1989]

6. There have been no definitive guidelines from the MOE on sediment quality, including acceptable treatment of in–place pollutants, although the Ministry is currently developing them. The problem is that neither the Ministry nor other environmental protection agencies know how to treat in–place sediment pollutants: when they should be removed, whether they should be covered, capped or otherwise inactivated, and how. The guidelines would be supplementary to the current Open Water Disposal Guidelines for Dredged Material.
7. There is no way of placing a value on the loss of public amenities. As explained in the report of the Commission's work group on environment and health,

   > While lakefilling often creates new water frontage, it does cause losses to the frontage it adjoins, or the near–shore created land diminishes the frontage, by obscuring and reducing open expanses of water. A public amenity has either been lost (when existing waterfront is filled in) or lessened in value (when land is created close to it). [*Environment and Health*, 53.]

8. Finally, the Commission believes that the Environmental Assessment Advisory Committee is correct in its assessment of the importance of lakefilling to the redevelopment of the motel strip.

> In the Committee's view, the current approval process does not ensure that environmental impacts associated with lakefill quality and design will be adequately addressed. Specifically, the province currently has no enforceable regulatory standards which set specific parameters for lakefill quality. Existing guidelines do not cover the full range of contaminants that could be found in fill material. The Committee notes that the Ministry of the Environment, in response to concerns over the adequacy of existing approvals for lakefill, is now finalizing a policy paper to address these inadequacies. Further, the level of scrutiny that a project receives is left to the discretion of MTRCA which, in this case, is likely to be the recipient of the lands created by the lakefill. This has caused members of the public to raise questions about the credibility of the approval process. [Ontario. Environmental Assessment Advisory Committee, *Request for Designation of Redevelopment of the Motel Strip Lands in the City of Etobicoke*, Report #33 to the Minister of the Environment (1988), 15.]

### Recommendations

The Commission recognizes that the lakefilling projects developed along Toronto's waterfront in the past 25 years have been of benefit to the public. They have provided marina facilities and a diverse array of passive recreational opportunities, enhanced fish and wildlife habitat, and increased overall access to the Lake Ontario shoreline. However, the trade–off for those benefits has been high:

environmental change, some of it potentially damaging in the long term.

The Commission believes the time has come for a comprehensive evaluation of the consequences of lakefilling. Given that lakefilling is to be completed at Colonel Samuel Smith Park later this year, that the Leslie Street Spit is to be finished in two to three years, and that, at the Spit, the THC will be using only fill that passes MTRCA's most restrictive open–water guidelines, the Commission makes the following recommendations.

1. A moratorium on all new lakefilling should be declared until a comprehensive policy is developed. The policy would result from the MOE's current review of methods and quality controls to be applied in all lakefilling projects, development of its sediment quality guidelines, and resolutions to the above–noted problems. In recommending a moratorium, the Commission recognizes that some exemptions may be necessary for extraordinary projects; these should be determined via an exemption process which would be established jointly by the provincial MOE and Environment Canada, and should be based on public consultation and review.

2. Current projects such as Colonel Samuel Smith Park should follow the THC's standard of using only fill that meets the MTRCA's most restrictive open–water disposal guidelines.

3. The Commission recommends that, once the moratorium has been lifted, all individual lakefilling projects, including private–sector developments, be subject to thorough environmental appraisals. Such reviews could take place under Ontario's *Environmental Assessment Act*, a revised federal Environmental Assessment and Review Process (EARP), or the *Planning Act*, if the latter were strengthened to address environmental concerns thoroughly. (For further information see the section of this

chapter dealing with the *Planning Act* and the *Environmental Assessment Act*.)

## C. The Impact on the Watershed

There is consensus among scientists and water quality managers that contamination caused by lakefilling and dredging is considerably less than that from tributary streams and direct discharges from sewage treatment plants and combined storm and overflow sewers. In fact, the Royal Commission's resource centre is filled with government reports confirming that such discharges are the most serious sources of contaminants affecting the quality of Lake Ontario's nearshore water, sediments, and biota. For example:

1. The Toronto Area Watershed Management Strategy (TAWMS) on the Humber River reported 624 storm sewer outfalls south of Steeles Avenue. A bacteriological study in 1983 found that densities of bacteria exceeded the Provincial Water Quality Objectives (PWQO) at 93% of the stations sampled in dry weather and 100% of the stations in wet weather. Levels of cadmium, copper, zinc, lead, phosphorus and PCBs frequently exceeded the PWQOs. Caged clams placed throughout the Humber River accumulated detectable levels of PCBs and DDE (a breakdown product of DDT) within a three week study period. Storm sewer effluent was poorest in the sewers draining predominantly industrial lands. The frequency of observed "spills" indicated that illicit dumping of contaminants into the storm sewers is widespread. [Doug Wilkins, *Fishable, Swimmable, Drinkable*, 3.]

2. Mimico Creek, also studied under TAWMS, was found to have even poorer water quality than the Humber River. This can be attributed to the fact that a higher proportion of the Mimico Creek watershed is urbanized, with the result that a higher proportion of its flow is

storm sewage. In wet weather, bacteria, phosphorus, suspended solids, cadmium, copper, lead and zinc all exceed the PWQOs. Trace organic contaminants were found more frequently in Mimico Creek than in other Toronto watersheds. [Ibid, 3.]

3. The Don River, Humber River, Humber Sewage Treatment Plant and storm sewers are the most obvious sources having a profound influence on the quality of local sediments. [See Ontario. Ministry of the Environment, *Historical Development and Quality of the Toronto Waterfront Sediments, Part* 1, (1988), 60.]

4. Sewer inputs have contributed to virtually all of the water quality problems along the Toronto waterfront. The most pronounced impact is on swimming beaches because of the discharge of bacteria close to public beaches or to the rivers. Storm sewers also act to convey the pollutants which build up on land as a result of industrial and domestic activities and atmospheric deposition from both local and remote sources. As a result, they contribute to the general degradation of the waterfront and the problems with sediment contamination, stress on aquatic communities, and disruption of habitat. [Environment Canada, Environment Ontario, Ministry of Natural Resources, and Metropolitan Toronto and Region Conservation Authority, *Metro Toronto Remedial Action Plan: Environmental Conditions and Problem Definition*: Executive Summary (1988), 13.]

While there have been an endless number of studies of Toronto's tributaries, there has been little progress in actually cleaning up the tributaries. The result is the placarding of Toronto's beaches, which is particularly frustrating for two reasons: first, solutions are not unknown. In fact, for the most part, resource managers and pollution control engineers agree that most of the problems can be addressed locally, using available technology. Second, there is a sense of disbelief that new developments or redevelopments are not required to use up–to–date pollution abatement technology.

According to descriptions in the TAWMS report on the Humber River and in Doug Wilkins' report to Ruth Grier, the non–structural methods of controlling pollution include more frequent cleaning of catch basins and control of the following: animal litter; sediment transport at construction sites; stormwater run–off at new development and redevelopment projects; erosion on streambanks and valleywalls; and contamination from upstream agricultural practices.

The reports say that structural options to improve water quality include: construction of detention tanks to retain combined sewer outflows; separation of all sanitary sewage sources from the storm sewer system; diversion of the most contaminated storm sewers to local sewage treatment plants; disinfection of tributaries with high bacteria levels; and construction of stormwater detention facilities to retain the more contaminated "first flush" of wet weather events.

Speaking of the matter of permitting redevelopment without imposing requirements for state of the art pollution abatement technology, Sarah Miller told the Commission:

> When we have the opportunity to plan to change the way we have polluted our waters, more often than not, our agencies are still choosing tired old 19th century engineering solutions of putting their pipes into the lake. This decision has insured that the highly contaminated sediments in the northwest corner of the harbour (in front of Harbourfront's residences) will only get worse. These sediments have the highest PCB concentrations in the harbour. This summer Toronto will see half a million dollars spent on a Metro Works project at Centre Island in order to keep the beaches open a few more days. A staged diffuser will be built, triggered by the flows

> of the Don River. It will switch on after storms to create a current to push the plumes of bacterial contamination from human waste away from Centre Island beaches, moving the problem to Lake Ontario. Is this remediation? In practice, dilution is still being utilized as the preferred solution to pollution. [Sarah Miller, Canadian Environmental Law Association, 25 April 1989.]

In fairness, there has been some interest in treating pollutants at source. For example, MTRCA is planning to improve the quality of flows from a storm sewer at Colonel Samuel Smith Park, which previously emptied, untreated, into Lake Ontario. A settling pond and oil skimmer are to be installed, to clean up the discharge from the storm sewer and prevent it from entering the Park's boat-mooring area. However, examples of this sort of action are rare.

The Commission found that there are no guidelines for stormwater quality management in Ontario, although the Ministry of the Environment and the Ministry of Natural Resources are currently in the process of developing them.

### Remedial Action Planning

There has been no lack of planning for clean-up of Metro Toronto's watershed. In 1985, the International Joint Commission (IJC) announced a program to develop a Remedial Action Plan (RAP) for Metro Toronto, which was to include public consultation. The plan is to be achieved on the basis of a consensus amongst the various stakeholders. The original deadline for completing the RAP was December 1986.

In response to constant appeals from the public to control pollution on the waterfront, the City of Toronto initiated its own Waterfront Remedial Action Plan (WRAP) in 1985. Sarah Miller recalled:

> This decision was an exciting one that moved the City from the unproductive reactive mode they had

> been forced into on the waterfront. They gave a small grant to environmental groups active in issues to do this plan. This group became the WRAP Committee. After an intensive year of work, that Committee reviewed all available studies and data, did research into alternatives and produced a report. In November and December of 1986, they held four community meetings to gather further input from the public...The WRAP Committee produced what...is still a viable, comprehensive plan for clean–up of Toronto's waterfront plan. That plan, unfortunately, has largely been ignored. [Ibid.]

Commenting on the WRAP, Councillor Dale Martin said

> In terms of [its] substance ... as developed by this City of Toronto, I can only ... enthusiastically embrace its starting point, its principles, the ecosystem approach...and the conclusions that it reaches. I think that little more can be said in any substantial way, certainly by a layperson such as myself, about the bare issues. There's been a process gone through, the process has come up, in my opinion, with a very cogent set of recommendations to deal with the problem. The thing is getting on with the job. The thing is now implementation, not another long–term planning exercise. [Dale Martin, Councillor, City of Toronto, 4 May 1989.]

Despite some shortcomings (e.g., no governmental and industrial commitments were made regarding specific clean–up actions), the Commission supports the WRAP's principles and objectives and, in particular, applauds those who worked so hard to resolve longstanding problems of contaminated water, sediments, and biota.

The governments of Canada and Ontario continue to develop their RAP, with a deadline of 30 June 1990 for a draft RAP suitable for public review. However, it could take well into 1992 and even beyond before the plan is finally accepted and approved by the IJC.

Speaking to the Commission, Doug Andrews, co–ordinator of the Metro Toronto RAP, outlined the plan's details, which include: its purpose; establishing the role of technical and public advisory committees; deciding how remedial options will be evaluated and how priorities will be determined; preparing the draft RAP document; scheduling; implementation; etc.

> ...The RAP is intended to provide the co–ordination for all these agencies and bring together the environmental improvement initiatives that are going on at the municipal level, at the provincial level, and at the federal level.
>
> ...in Toronto, the RAP is broadly based in time, in geographical extent and in citizen and agency involvement. The RAP process builds upon past efforts and will continue through the plan development, which is what we are in right now, into implementation, and it will be ongoing until restoration is achieved. The RAP is, therefore, not a one or two–year plan, the RAP will extend over decades.
>
> ...part of what we must do in developing the RAP is to look at the remedial options and then set the priorities and select the options that are going to go first because you have heard the very large numbers it's going to cost to remediate the waterfront. It's unlikely that the funding will be available to do everything all at once and turn it around in a very short period of time. So what we need to do is set priorities to establish the long–range framework so that a consistent approach can produce the final restoration.
>
> ...development of a preliminary draft RAP, which is due for the end of the summer, will start the

> discussions with the public advisory committee and the technical advisory committee to start looking at where we are going to be setting our priorities, areas of omissions, areas where we are not doing a good enough job at the present time with programs and where they need to be improved. And looking at newer and innovative solutions and so on. These will all be incorporated and everything will have to be basically costed and scheduled...we have to start working towards the commitments of the agencies to actually do the work. It's not good enough with the example of the WRAP to put the report out. You have to have the people actually commit themselves to doing the work.
>
> ...a draft report is scheduled to be completed towards year end or the early part of next year. At that time, the RAP team will have produced what it believes is a draft that reflects the consensus to the greatest degree possible of input from the public advisory committee and the technical advisory committee.That draft RAP will be referred back to these committees for their review to make sure they have got it right...the draft RAP will then go out for a general public review for people who have chosen not to become involved in the consensus building at this time so that they may comment on the plan...While the public review is going on, the RAP team will be starting the process of co–ordinating the negotiation of commitments because the RAP can't reach its submission stage until we have reached those commitments. [Doug Andrews, Co–ordinator, Metro Toronto Remedial Action Plan, 4 May 1989.]

Elizabeth Dowdeswell of Environment Canada described the RAP as a good example of

> ...a pioneering framework in the application of the ecosystem approach and sustainable development...It's a remarkable process from which we are learning. What makes it even more remarkable is that in five areas, it's a joint Canada/U.S. exercise as well. So, knowing the sheer complexity in Toronto alone, with the various agencies involved, you can imagine what it is like when you are trying to also involve another country...We don't know if it will work. We are only part–way through the process...We know, however, that it is a process worth taking a risk on and worth spending a great deal of time and effort to pursue. [Elizabeth Dowdeswell, Director, Ontario Region, Environment Canada, 2 May 1989.]

The strongest and most frequently voiced concern about the federal and provincial RAP can be summed up as frustration at having to wait for the results of another study, when the City of Toronto's WRAP, the TAWMS, and other urban drainage studies have already identified the problems and made appropriate recommendations. The question is why the existing reports are not being used as the basis for action, and why other expensive and time–consuming studies are needed for the same waterfront.

The Commission also heard complaints about the apparent bureaucratic indifference and inertia that, in one way or another, relate to the RAP process. For example, even while the RAP is being prepared, environmental protection agencies are ignoring it, continuing to evaluate and approve new development on a business–as–usual basis. As noted earlier, there is no requirement that development or redevelopment projects use the best available technology, even though that has been urged in all studies, and will be publicly demanded in the Metro Toronto RAP.

The Commission was also told that the public participation process is proceeding at a glacial pace. Ruth Grier, MPP for Etobicoke–Lakeshore, expressed it best:

> ...obviously the place where the federal and provincial governments meet in this co–operative and consultative process has focused on the RAPs, and I was one of those who thought that the RAPs held out a promise for coming to grips with some of the areas of concern. And I'm disappointed that the process seems to have bogged down.... [Ruth Grier, 26 April 1989.]

She commented further:

> ...unfortunately, all RAPs are faced with an almost impossible task of re–defining for themselves what the criteria and the principles are to be...So they [those preparing the RAP] are all going through a very long learning process and developing a sense of what their task is, which has somewhat delayed coming to grips with what has be to done and how do we do it...I mean the public are way ahead of government, both in their understanding of the need to get on with the job and their knowledge of what is required. [Ibid.]

However, Ms Grier said she believed

> ...the public would get much more involved and would be much more interested if they were presented with a set of possible solutions by the federal and provincial governments and told, "Here is what we want to do to clean–up the waterfront. Give us your comments on it. Here's our plan. Here's when we want to implement it. What do you think?" Then you would get all sorts of citizen participation. But to go to endless meetings to discuss what the principles and what the criteria are to be for clean–up, and some of us here have been through that before... [Ibid.]

The transcripts of the public hearings show the other concerns communicated to the Commission on the subject of the federal and provincial RAP. Taking them together, the Commission gets the sense that, in addition to being something of a "mission impossible", the RAP provides all levels of government and many politicians with the shield they need to delay genuinely significant environmental action.

At the same time, the Commission recognizes that the Metro Toronto RAP is being undertaken as part of Canada's and Ontario's obligations under the Great Lakes Water Quality Agreement. The Commission also appreciates that the remedies necessary for improving the quality of Lake Ontario's nearshore environment are massive and very costly, nor would it be easy to unravel the responsibilities of various agencies.

### Recommendations

1. The Commission recommends that the provincial Ministry of the Environment and Environment Canada move urgently to prepare and implement the Metro Toronto RAP. Efforts should be made to reduce the time for doing so, and should involve the public more effectively than is now being done, perhaps in line with suggestions made by Ruth Grier.
2. The responsible environmental protection agencies should undertake remedial actions as they are recommended for those watersheds studied as part of TAWMS or other investigations, and not wait for the Metro Toronto RAP to be completed.
3. Any new development or redevelopment in Toronto area watersheds should be approved only on the basis of the best available technology, economically achievable.
4. The moratorium on lakefilling should not be lifted until the Metro Toronto RAP has been approved. This means that priorities in pollution abatement will need to be

determined, resource requirements specified, scheduling of remedial actions completed, cost commitments secured, and monitoring and surveillance programs confirmed. It makes no sense to allow further lakefilling and dredging using restrictive protocols and guidelines when contaminated waters continue to pour into the waterfront.

## D. Natural Areas and Wildlife

Many submissions to the Royal Commission's public hearings on health and environment focused on the value of natural areas to people and to wildlife. Deputants stressed the urgency of ensuring that the existing natural areas on the waterfront be protected and that more wildlife habitat be developed wherever the opportunity arises. They talked about the need for green, peaceful areas where it is possible to reflect and contemplate, where one can escape the tensions and pressures, and the grey concrete environment of downtown urban life. For these people, access to natural areas is clearly an essential of well–being and psychological health.

Of course, others may question whether it is possible to have any truly natural areas in the city. The Environment and Health Work Group defined natural areas in a broad sense: while recognizing the pervasive influences of human activities, there are clearly some places in the city that are wilder than others, with minimal management in the form of planting, mowing, application of herbicides and fertilizers and so on; where natural processes dominate in shaping the landscape; and where there is habitat for wildlife.

Most such places are remnants of the original landscape of the Lake Ontario shoreline, such as the wetlands at the mouths of the Rouge and Humber rivers, or woods and shoreline meadows on the Toronto Islands. There are also newer, lakefilled areas where ecological communities are developing through natural succession, as on the Leslie Street Spit, or parts of Humber Bay Park East.

It is somewhat ironic that in these latter cases, lakefilling is a mixed blessing: it has created both environmental problems and valued wildlife habitat. On the negative side, lakefilling practices have caused environmental degradation associated with poor fill/dredgeate quality, water circulation problems, and the entrapment of contaminated sediments. On the positive side, the Leslie Street Spit is a unique urban wilderness and Humber Bay Park East, thanks to a sensitive management approach that encourages natural processes, has developed some valuable wildlife habitat.

While the Royal Commission does not condone further lakefilling, it recognizes that the existence of these areas has made a small contribution to replacing some of the waterfront natural habitats that have been lost over the years.

Submissions to the Royal Commission showed clearly that, if one knows where and when to look, it is possible to find a wide range of natural areas on the waterfront that support a great variety of wildlife in the city.

> The waterfront is a rich transition zone where land and water meet. Because of the lake, a greater variety of birds can be seen in a day in Toronto than one can observe in the wooded wilderness areas farther north. The shore of Lake Ontario experiences concentrations of many birds during migration. In fall, food, rest and shelter are sought before they attempt the long flight across the lake at night. In spring many rest here before proceeding north. For example, hundreds of loons stage in key areas on the shores of the lake in the Toronto area in both the spring and fall. However this type of staging is adversely affected by extensive disturbance and especially noise. [Beth Jefferson, Toronto Ornithological Club, 26 April 1989.]

It is clear that if we protect and increase the variety of natural habitats on the waterfront, we are providing both a valuable resource to people of the Toronto region and a crucial habitat for birds that breed and/or winter in places distant from the city.

While bird–watching is the fastest growing hobby in North America, the varied habitats that support birds are also appreciated for their trees, wildflowers, frogs, butterflies, and other life forms. Furthermore, as a setting for other activities:

> Nature in the city is a precious resource for all users of the waterfront: boaters, joggers, picnickers, cyclists, photographers, children and grandparents, tourists and local residents. [Eileen Mayo, Toronto Field Naturalists, 2 May 1989.]

As the greater Toronto area becomes increasingly urbanized, and city residents have to drive further and further north to escape, natural areas on the waterfront are becoming more valuable, because they are so close to the city itself. Surely it is ironic that there are fewer natural areas available at the very time when more of the population than ever before enjoys nature.

Most important, Canada has international and national commitments to protect wildlife and its habitats. For example, the Great Lakes Water Quality Agreement requires remedial action plans to take an ecosystem approach in restoring and protecting a variety of beneficial uses, including healthy fish and wildlife habitat.

In order to adopt an ecosystem approach, it is necessary to consider relationships: amongst the waterfront, rivers, and watersheds; amongst air, land, and water; between wildlife species and their habitats; between human activities and the environment.

Much of the damage done to natural areas originates from outside. For example, urban development in the watersheds of rivers affects water quality and aquatic habitat in the marshes and along the shoreline. Stormwater outfalls into the lake contribute pollutants and sediments to the nearshore waters. Shoreline protection measures along the Scarborough waterfront are gradually changing the dramatic face of the Bluffs, which depend on continual erosion from wave action at their base to keep them steep and free of vegetation.

The value of any one natural area should be considered within a regional context: for example, the increasing scarcity of wetlands and other natural communities along the Lake Ontario shoreline underscores the value of each remaining area. People should also be aware of the importance of links that provide continuity of habitat between natural areas, particularly of migration routes along the shoreline and up the valleys.

It has been estimated that, between 1913 and 1980, as much as 89 per cent of the natural shoreline and wetland habitats along the Metro Toronto waterfront were eliminated. The recommendations that follow are designed to contribute to an ecosystem approach to the restoration of a more natural waterfront.

## Recommendations

The report of the Environment and Health Work Group includes a description of current conservation programs and highlights the key issues that threaten the future of natural areas on the waterfront. Based on that analysis, as well as those of the other work groups, and submissions at the public hearings on environment and health, the Royal Commission has reached the following conclusions and makes the recommendations appropriate to those conclusions.

1. There are few natural areas remaining along the Toronto waterfront or in the river valleys, and habitats for resident and migrating wildlife are becoming increasingly scarce and fragmented. Most existing natural areas were included in an inventory of Environmentally Significant Areas undertaken by the MTRCA in 1982. There is a need to update this

inventory to include not only the established natural areas but also those in an early stage of succession, such as parts of the Leslie Street Spit and Humber Bay Park East, which are in the process of developing significant values.

Many natural areas occur within parklands, and are covered by classifications and policies, such as Environmentally Significant Area (ESA) designations, valleyland impact zones, and open space zoning on official plans, that would appear to afford protection. In practice, however, this is not always the case. ESA designations do not provide any legislative protection. The primary purpose of valleyland impact zoning is to restrict development in valleys that would pose a hazard to life or property from flooding, unstable soils or erosion. Open space zones permit many uses, such as active recreation facilities, which are incompatible with the protection of natural values.

As a result, natural areas are vulnerable to degradation from a range of activities: mowing and herbicide applications, planting of non–native species, erosion, pollution, trail building, incompatible recreation uses, general disturbances, and so on. These threats must be assessed for each natural area, and management plans developed to ensure their protection.

An encouraging initiative is the City of Toronto's proposed "Gr" zone, which would permit "conservation lands and bathing stations". The concept of specific zoning to protect natural areas is a good one and deserves support.

In view of the above, the Royal Commission recommends that all existing natural areas along the waterfront and in the river valleys be safeguarded in perpetuity.

2. There is a need for a green belt, created from an integrated system of nodes and linkages, across the Toronto waterfront. In order to help reach that goal, public authorities should set an example on their own lands, while private landowners, including industrial and commercial users, should be encouraged to follow suit. It would involve

redesigning existing landscapes, and, in areas where land uses are changing, would require developers to include elements of the natural landscape in areas to which the public has access. In that way, every new development would contribute to the creation of the green belt.

In addition to the benefits for wildlife habitat and migration, a green belt woven into the waterfront would enhance recreation, add to the aesthetic richness of the landscape, and improve microclimatic conditions. Therefore the Royal Commission recommends that a continuous "green belt" of wildlife habitat be created along the entire waterfront, to include a combination of existing natural areas, newer naturalized areas on public parkland and industrial and commercial lands; hedgerows along narrow bands where space is limited, and wildlife gardens in residential neighbourhoods.

3. A great deal of parkland along the waterfront is now being manicured in a formal manner, but it could be designed to include some naturalized areas: places where ecologically sound planting and management would encourage the kind of natural succession that creates wildlife habitat.

While formal parklands are clearly appropriate in many locations, there are others where hectares of mown grass serve no aesthetic or practical function. Indeed, horticultural maintenance practices, with the applications of herbicides and fertilizers necessary to maintain green lawns and ornamental trees, are antithetical to the concept of a healthy environment, particularly in an area adjacent to the lake where there is potential for pollution.

Carefully designed, naturalization of some waterfront areas can create not only wildlife habitat, but more interesting open spaces for all kinds of uses. There are limited examples on the waterfront, such as parts of Humber Bay Park East and the Petro–Canada Refinery (in Mississauga); elsewhere in Ontario, there are naturalization programs in North York, Oakville, and Ottawa. In Europe, the development of ecology parks as an integral part of urban open space systems is well established, particularly in Britain and the Netherlands.

The Royal Commission recommends that naturalization be adopted as a standard element of park landscape design on the waterfront.

4. The Leslie Street Spit is the only accessible area on the Toronto waterfront that is large enough and wild enough to be described as an urban wilderness: it supports an astonishing variety of plant and animal species, including a number of rarities. Although construction did not begin until 1959, in its short history the Spit has been colonized by nearly 300 species of vascular plants, and attracts many migrating, wintering, and breeding birds (266 species were counted in 1984).

Notwithstanding the unique values of the Leslie Street Spit, both as a wildlife refuge and as a special recreation resource, the MTRCA's plan calls for the development of an interpretive centre, car parks, and sailing–club facilities there. This will involve lakefilling, destruction of an Environmentally Significant Area, providing access and parking for 400 cars, and disruption of the "neck" of the Spit which now acts as a quiet buffer between the mainland and the wild areas.

The future of the entire Outer Harbour is uncertain. The recent offer by the Toronto Harbour Commissioners to transfer 44 hectares (109 acres) on the North Shore (including the existing Cherry Beach park) to the City of Toronto presents opportunities for a variety of recreational uses. However, there is considerable concern about the impact of the THC's new marina on enjoyment of the Outer Harbour area by naturalists, community club sailors, and windsurfers.

As discussed later in this chapter, in the section on public access, there is a need for a comprehensive re–evaluation of recreational and educational needs and activities in the entire Outer Harbour area. Rather than placing all the facilities together, the MTRCA, the City of Toronto, and the THC should make provisions to distribute the sailing–club facilities, interpretive centre, and parking lots on the north shore, the new marina, and at the base of the Spit, leaving the Leslie Street Spit as an urban wilderness.

Therefore, the Royal Commission recommends that the Leslie Street Spit be recognized and protected as an urban wilderness park. In this context, "urban wilderness" is defined as an extensive area where natural processes dominate and where public access, without vehicles, provides low–key, low– cost, unorganized recreation and contacts with wildlife.

5. The Rouge River Valley is linked to the waterfront via the river and the marshes at the mouth of the Rouge. Sound management of urban drainage in the Rouge watershed is essential, not only to protect the valley environment, but also to prevent further deterioration of the waterfront.

Protection of the Rouge Valley and adjacent tablelands would be the benchmark to guide restoration of other river valleys such as the Don or the Humber. Conversely, if strong action is not taken now to remove threats to the Rouge, it could deteriorate to the state of the other two.

The Rouge Valley has an impressive environmental profile: it contains many rare species, valuable fish spawning grounds, a major bird migratory route, a provincially significant wetland, Metro's largest remaining continuous forest, 16 Environmentally Significant Areas, including three designated as "Critical Unprotected Natural Areas" in the Carolinean zone, Metro's cleanest river system and beach, a rich archaeological and cultural heritage, and more.

Political support for the Rouge Valley is just as significant: the federal government has committed $10 million to help establish a heritage park, and all four local municipal councils (Scarborough, Markham, Pickering, and Whitchurch–Stouffville) have voted unanimously in support of a park. However, the position of the provincial government, which owns approximately 75 per cent of the proposed park area, has not yet been clarified.

There are some major threats to the Rouge Valley and associated tablelands, including the Province's proposed East Metro Transportation Corridor (EMTC) and a proposed garbage dump site recently revived by the five regional chairmen of the Greater Toronto Area.

The City of Scarborough's proposed official plan amendment 712 for the Upper Rouge Valley and tablelands, from Sheppard Avenue to Steeles Avenue, designates most of the area as a Regional Natural Environment, with the northeast portion designated for rural uses. While these designations are clearly intended to protect the natural values of the area, they do allow for possibly damaging activities, including construction of minor roads and the development of inappropriate, intensive–use recreation facilities.

The Rouge Valley is a unique resource for the metropolitan area: the last opportunity to preserve a significant urban wilderness in the heart of the Greater Toronto Area. Accordingly, the Royal Commission recommends that the Rouge River Valley be protected as a natural heritage park. Therefore, the Province should co–operate immediately with the federal government in establishing such a park, as outlined in the proposal of the Save the Rouge Valley System group.

The Commission further recommends that the City of Scarborough review proposed official plan amendment 712 to ensure that the types and scale of permitted uses are compatible with the protection of a Regional Natural Environment.

6. The MTRCA developed Humber Bay Park because there was an acute shortage of public parkland on the Etobicoke

waterfront. There are now approximately 111 hectares (274 acres) of regional open space on the Etobicoke waterfront (including Colonel Samuel Smith Park and associated lands, yet to be developed), of which Humber Bay Park is a major component: 38 per cent of the total.

Humber Bay Park East is a popular and valuable resource for such informal activities as walking, jogging, bird–watching, picnicking, kite–flying — or simply enjoying the lake. These are enhanced by the natural aspects of the park, parts of which have been allowed to develop a semi–wild character, providing habitat for many species of wildlife. The nearshore waters are well known as a favoured location for a wide variety of wintering waterfowl.

The value of Humber Bay Park East as a passive open space will increase as Etobicoke's waterfront is developed, particularly with the high–density residential development proposed for the motel strip. The proposed waterfront public amenity scheme currently being undertaken for the motel strip (see the section on planning and environmental assessment later in this chapter) should include a thorough evaluation of the probable effects of the development on Humber Bay Park East, with recommendations to minimize adverse impacts (for example, with regard to views, parking capacity, boat traffic, noise, wildlife disturbance, impact on aquatic habitat, etc.).

The most disturbing proposal in relation to Humber Bay Park East is to locate the Seaquarium in the park itself: the Seaquarium will be a major regional and tourist facility, attracting large numbers of visitors, with their cars and buses, and would have a major detrimental impact on the present character and uses of Humber Bay Park East.

The Royal Commission recommends that Humber Bay Park East be protected as a significant regional open space, providing for a mix of low–key recreation uses. The MTRCA should reject the proposal to locate the Seaquarium in the park, because it is incompatible with its use as a passive regional open space. Instead, as recommended in the Royal Commission's publication number 4, the *Report of the Parks, Pleasures, and Public Amenities Work Group*, the Seaquarium should be located on the motel strip.

## E. Heritage Preservation

Many of the deputants to the Royal Commission's public hearings on environment and health expressed concern about protecting the waterfront heritage. The needs that underlie these submissions are identified in the reports of both the Environment and Health Work Group and the Parks, Pleasures, and Public Amenities Work Group. They are summarized in the latter:

> The past is important: it tells us where we have come from; what shapes what we are and influences what we will become. The built environment — historically, architecturally, and culturally rich buildings, districts, and landscapes — gives us a sense of place... It provides a physical bond with a shared past and helps provide mental and physical stability in a rapidly changing world. [83]

Toronto's waterfront heritage has already suffered considerable loss, especially between Yonge and Bathurst streets, but there is still a lot left that can be incorporated into future plans for the waterfront, if they take a sensitive and knowledgeable approach to heritage issues. However, there are many obstacles to be overcome: certain serious gaps and inconsistencies in the legislation, in the definition of heritage, in the division of responsibilities for conservation, and in the availability of resources. Some of the key problems documented by the Environment and Health Work Group include:

1. The Federal Heritage Buildings Policy encourages, rather than *requiring*, preservation of significant buildings owned directly by the federal government. Federal corporations and commissions, such as

Harbourfront and the Toronto Harbour Commissioners, are not even obliged to follow the existing policy.

2. *The Ontario Heritage Act* has a number of shortcomings that limit its ability to protect heritage sites. Furthermore, the Province has exempted its own buildings from the provisions of the *Act*. An Ontario Heritage Policy Review is currently under way to create a policy framework within which government programs and legislation can be improved.
3. Guidelines for the built–heritage component of environmental assessments have been issued by the Ontario Ministry of the Environment. However, they are guidelines only, and applying them is dependent on a provincial environmental assessment being carried out for a specific site.
4. Metropolitan Toronto has never developed a heritage policy, although the Official Plan for Metro Toronto does include several references to the desirability of encouraging heritage preservation.
5. The City of Toronto's Official Plan states that, "Council will designate buildings and sites of historical or architectural merit and take all necessary steps to ensure their preservation". The Toronto Historical Board maintains an inventory of heritage properties and has developed a strategy for heritage assessments. In practice, however, the City has no power to preserve designated buildings when owners are determined to demolish them.
6. Legislation and policies tend to focus on historic buildings of special eminence. But our heritage also includes culturally significant neighbourhoods, ordinary working districts and buildings, places that have an historical association with the built environment, industrial areas, elements of the landscape such as lakers, tugs, and fishing boats, and the shoreline itself — past and present.

In addition to these general issues, which apply across the waterfront, there are a number of specific sites and proposals that are the focus of considerable attention at present.

The heritage of the City of Toronto's Port Industrial Area requires special consideration. The area is ripe for heritage preservation, particularly because so much of the old working waterfront west of Yonge Street has already been erased. Meshing the modern activities of the remaining working waterfront with preservation efforts will be a considerable challenge. The THC is undertaking a study of heritage resources on its lands; it should provide a valuable assessment of what exists and the opportunities for conservation.

The future of the currently vacant Canada Malting Complex is the subject of great debate. A number of deputants at the public hearings on environment and health spoke in favour of preserving the site in some form. For example, the Canada Malting Group, a waterfront–based interest group, proposed a public facility that would include open spaces, a maritime museum, a community centre, a library, and retail space.

The Canada Malting Group feels that the Canada Malting Complex is a significant landmark at the western end of Harbourfront, that its architecture is striking, and that it offers a rare opportunity to recognize and experience our industrial history. A Canada Malting Group survey questionnaire sent to 2,000 residents of Harbourfront showed that 67 per cent of the 200 people who responded were in favour of investigating the possibility of re–using the buildings.

On the other hand, a representative of the Harbourfront Residents' Association said that the Canada Malting Complex has marginal historical value, is not unique in the Canadian landscape, is an eyesore, and should be demolished. The Association would prefer to see the area used as public parkland that would bring the residents of Toronto closer to the water, in a more pleasant and secluded setting than is possible in the heavily developed eastern end of the Harbourfront site.

Considerable support was given to the concept of a marine heritage museum, with several locations suggested by different deputants, including the Canada Malting site, King's Landing, and Polson Quay.

The Marine Heritage Society proposed a facility on the waterfront that could accommodate a range of activities: a permanent shipyard for building heritage ships, a marine heritage training and interpretive centre, and space for community groups interested in marine activities. A central feature would be construction of a heritage ship that could be used in such events as the 1992 celebrations of the five–hundredth anniversary of Columbus's discovery of America, and the two–hundredth anniversary of the arrival of Lieutenant–Governor John Graves Simcoe and the decision to name the Town of York the capital of Upper Canada. The ship could also travel Lake Ontario to promote a clean environment and the end of air and water pollution.

The Lakefront Owners Association and the Lakeshore Ratepayer and Residents Association expressed grave concerns about the future of the Lakeshore Psychiatric Hospital site and associated grounds in Etobicoke. With the Humber College site, Colonel Samuel Smith Park, and the nearby Metro Water Filtration Plant, the entire area could become a spectacular front door to Etobicoke's lakeshore.

Residents are concerned that major proposals for residential development of the site threaten to destroy its heritage values, restrict public access to the expansive open spaces, obstruct views of the lake, and disrupt the tranquil character of the area. A representative of the Lakefront Owners Association told the Royal Commission:

> Our vision for this century–old health land with its parklike openness, its architecturally significant

> buildings and its medical background, is its continuity and preservation for future centuries. [Flora Voisey, 25 April 1989.]

The Association proposed that the obvious and ideal alternative use for this site would be to continue to use it for health, community and social services, education, culture, water–related sciences, and recreation.

## Recommendations

1. The Province should develop and implement a waterfront–wide heritage preservation policy as a co–ordinated effort involving all levels of government, as well as the public. In developing the policy, the following considerations should be taken into account:

   (a) Opportunities to preserve heritage should be a priority in all plans for redevelopment on the waterfront. Specific proposals along these lines should be a prerequisite for planning approval.

   (b) An essential ingredient of all plans should be adaptive re–use of old buildings, sensitively undertaken, *without* removing all signs of age and former use.

   (c) There should be an appropriate balance between the old and the new, which would result in a landscape with a depth and meaning that cannot be achieved with elements from only one period.

   (d) The definition of waterfront heritage should be broadly based, to include not only grand buildings, but also the ordinary, the industrial, the water's edge, historical associations, neighbourhoods, working districts, and individual elements of our marine and industrial heritage.

   (e) There is an opportunity to incorporate the concept of "heritage years": the Ontario Ministry of Citizenship and Culture is considering commemorating, between 1991 and 1993, significant anniversaries in the province's history.

(f) Increased co–operation and commitment from governments, the private sector, and voluntary groups will be essential to ensure that the new heritage policy is successfully implemented.

2. The Canada Malting Complex should be preserved as a major historic feature of the waterfront.

The recommendation is described in more detail in Chapter 2 of this report.

3. Significant changes are occurring or are planned for the Etobicoke waterfront: the Lakeshore Psychiatric Hospital and Humber College site, the Goodyear parcel, the McGuinness property, Skene's Lane, Palace Pier, and the motel strip. While the Commission recognizes the importance of providing affordable housing, it is essential to carry out redevelopment of these properties while remaining sensitive to their impact on existing neighbourhoods, the opportunities for heritage preservation, and the needs of an expanding population for a generous amount of open space on the waterfront.

In particular, future development on the Lakeshore Psychiatric Hospital site should be undertaken with great care to ensure that all the historic buildings, the unusually beautiful and historic landscape, and the visual and physical access to the waterfront are protected for the benefit of the public.

Therefore, the Royal Commission recommends that the heritage values of the Lakeshore Psychiatric Hospital and associated grounds should be preserved by using the site for compatible institutional, cultural, and recreational purposes.

4. The Commission is pleased to note that the THC is currently undertaking a heritage assessment of the Port Area, to identify and describe important elements of the existing environment. The next step will be to ensure that heritage preservation is sympathetically integrated with future development in this area.

In that regard, the Commission recommends that any plans for the Port Industrial District include heritage preservation as a priority element.

## F. Public Access

The desirability of public access to the water's edge was a recurring theme in both the work group reports and the public submissions to the Royal Commission. The values of spending time near the water were summed up by a deputant speaking on behalf of the Roncesvalles–Macdonnell Residents' Association. She prefaced her analysis of public access along the waterfront:

> The water's edge offers space, time, isolation and perspective. Its strengths are its vastness, its naturalness, its lack of complexity. It soothes, encourages, and refreshes all those who seek solace along its shore. So, how have the gifts which Toronto's lakefront have to offer been enhanced by those who have planned and developed our precious resource? [Margaret Cresswell Weber, 25 April 1989.]

The submissions from residents, naturalists, sailors, politicians, and the disabled stressed the need to provide more and improved public access, which means providing more public open spaces on the waterfront and making them easier to get to.

With the increasing difficulty of escaping from Metro Toronto into the rural hinterland, greater numbers of people are turning to the waterfront for recreation and relaxation. Opportunities to feel the cool lake breezes on a hot summer day, to skim stones over the water, to observe wintering ducks, to view the distant horizon of the city from afar, to fly a kite, to watch sailboats and windsurfers, and, when the water is clean enough, to swim in the lake — all these are special experiences that depend on public access to the waterfront.

To help people reach the waterfront, there must be improved public transit for everyone, including the disabled; the feasibility of water taxis to recreation facilities must be explored; and safe, pleasant walkways from areas north of the railway tracks, the Gardiner Expressway, Lakeshore Boulevard, etc. must be established.

The idea that the waterfront should belong to everyone was an underlying theme in many submissions to the hearings and was echoed by the General Manager of the Metropolitan Toronto and Region Conservation Authority:

> The vision that the MTRCA has for the waterfront, as outlined in the Greenspace Plan, is a continuous stretch of public shoreline across the entire Metropolitan region with regional access at nodal points, linked to the major valleys by a system of trails which reach right to the headwaters, where they join with an Oak Ridges Moraine trail, which in turn links to the Bruce Trail.
>
> [W.A. McLean, 2 May 1989.]

Public access is currently an important issue in several areas, including the Lakeshore Psychiatric Hospital/Humber College site, the Etobicoke motel strip, the Parkdale neighbourhood, Harbourfront, the Outer Harbour, and the Eastern Beaches.

### Recommendations

The following recommendations by the Royal Commission are based on several sources: submissions to the public hearings on environment and health; the recommendations contained in the reports of the Environment and Health, Housing and Neighbourhoods, Access and Movement, and Parks, Pleasures and Public Amenities work groups; and the Commission's publication number 6, *Persistence and Change: Waterfront Issues and the Board of Toronto Harbour Commissioners.*

The Outer Harbour Marina was built by the Toronto Harbour Commissioners with an apparent lack of regard for its impact on existing uses there. The THC has now recognized the potential for conflict that has resulted, and is currently undertaking a study of water uses in the Outer Harbour, with the co–operation of the MTRCA.

In light of the development of the Outer Harbour Marina, which has potential conflicts with other users, the controversy over recreational uses of the Leslie Street Spit, and the chance to revitalize and develop the north shore, including Cherry Beach, there is an urgent need to review current plans and uses and to develop a rational plan for the entire area.

The THC is currently working with the City of Toronto to arrive at an appropriate zoning for the Outer Harbour Marina. In her discussion with the Commissioner at the public hearing on 21 June 1989, the THC Chairman, City Councillor Betty Disero, said:

> The [City] Council will determine whether or not to allow the zoning and they will deal with issues like public access, numbers of slips, and so on.

This authority over the marina's zoning, in conjunction with the recent THC offer to transfer lands on the north shore, including Cherry Beach Park, to the City of Toronto, gives the City the opportunity, in conjunction with the THC and MTRCA, to work out creative solutions to Outer Harbour issues.

Current proposals call for the relocation of some of the community sailing clubs and the boardsailing club from the north shore to the Leslie Street Spit. This is incompatible with protecting the Spit as a unique and valuable urban wilderness area (see the previous section, on natural areas and wildlife).

In considering these and related issues, the Royal Commission makes the following recommendations:

1. The development of recreational facilities in the Outer Harbour Area should be frozen, pending a comprehensive analysis of the distribution and intensity of land– and water–based recreational uses.

   Sailors and windsurfers, for whom the Outer Harbour is an irreplaceable resource, should be given a permanent home on the north shore and/or the new marina.

   Interpretive facilities and parking should be accommodated at the neck of the Spit. There should be no private vehicular access to the Leslie Street Spit, with the exception of access to the Aquatic Park Sailing Club, as under the existing arrangements.

   Opportunities to improve public transit access, such as use of a trackless train, should be explored, so that the Spit can be enjoyed by older people, the disabled, families with young children, and other members of the public.

2. Initiatives designed to encourage public ownership of the waterfront are now being implemented: the City of Toronto recently adopted a policy to place lands along the water's edge in public ownership "where practicable" and to have them "freely accessible to the public at all times". The City of Etobicoke is beginning to create a public water's edge by making agreements with private developers seeking approval for redevelopments. The MTRCA has assembled lands along much of the Scarborough shoreline.

   The Commission recognizes that, in some neighbourhoods, where individual home properties extend to the water's edge, it may not be possible to achieve continuous waterside public access immediately. In such cases, consideration should be given, as an interim measure, to developing pleasant inland access routes and linkages to parkland on the water.

   The Royal Commission recommends that the water's edge along the Toronto waterfront be in the public domain. In order to achieve that goal, transfer of waterfront land to public ownership should be a non–negotiable feature of all future development on the waterfront.

Public authorities should mount aggressive programs of waterfront acquisition.

Municipalities should consider zoning properties adjacent to the water as open space, regardless of current use, in order to shape a public waterfront for the future.

When a property comes up for sale, the municipality or the MTRCA should be prepared to buy it, at current market value for its existing use.

There should be no further sale of lands on the waterfront currently held in public ownership (federal, provincial or municipal).

3. The idea of public space is meaningless unless that space is generous enough to accommodate people and their activities. Therefore, the Royal Commission recommends that areas of public open space along the waterfront should be generous enough in width, and accompanied by sufficient water's–edge setbacks, to ensure meaningful public use. Standards for the minimum width of public spaces should be established and linked to building setbacks; narrower bands should nonetheless be wide enough to be used in their own right for such activities as walking and cycling, as well as providing links with larger, nodal open areas.

4. High–rise developments, which are designed to give residents excellent views of the waterfront, often do so at the cost of blocking the views to others. They overshadow public open spaces; destroy the feeling of space and openness that the waterfront should provide; and are a serious hazard to migrating birds.

   This has been the impact of high–rises in many parts of the City of Toronto waterfront, particularly east of Yonge Street. There is potential for a similar situation along the

Etobicoke waterfront, for example with the redevelopment of the motel strip.

The Royal Commission recommends that because waterfront development for housing, commercial, industry or other uses should not establish visual or physical barriers to the water, high–rise development not be permitted on the waterfront.

5. Lakefilling parallel to the existing shoreline creates a new shoreline, which may provide new public open space, but also means loss of the previous water's edge, with its uses and historical associations. In the case of some proposals associated with the Olympics or World's Fair 2000, the configuration of Humber Bay would be drastically altered and the view of the water and horizon from the original shoreline would be impeded by new landforms.

   Therefore, the Royal Commission recommends that any proposals for lakefilling be evaluated in terms of their potential impact on public access and enjoyment of the waterfront, so that existing resources are not destroyed.

6. While the waterfront is an important recreation resource for the regional population, it is also necessary to protect local neighbourhoods from undue disruption due to traffic, parking, etc. — as happens, for example, in the Beach neighbourhoods.

   Therefore, the Royal Commission recommends that all those agencies and organizations with responsibility in the matter work to establish an appropriate balance between regional and local interests.

7. Current levels of vehicular congestion at many waterfront parks during summer weekends are a clear indication of the need to provide alternatives. For example, ferry routes to the Toronto Islands from the east and west would provide access without the need to travel into downtown Toronto.

   Public transit to waterfront facilities should be improved, in part by strengthening existing north–south and east–west systems, and by creating new ones. By offering better access to the waterfront for those without cars, or encouraging those with cars to leave them at home, enhanced public transit will contribute to a cleaner, healthier environment on the waterfront and in Toronto generally.

The feasibility of having water taxis and ferry services to link different parts of the waterfront should be explored.

8. Health, as defined by the Environment and Health Work Group, is more than a matter of physical wellbeing. It is worth quoting the comment at the beginning of this chapter on the larger dimensions of "health":

> [it] implies more than the absence of disease; it also means having confidence that food, water, and air are safe. Opportunities for active recreation and passive relaxation depend on the availability of a range of accessible, public open spaces. A sense of satisfaction with the form and development of the city, as well as continuity with the past, are important elements that contribute to a perception of a good environment for living, working, and playing. Empowerment — the ability of people to use information and power to make choices and influence their environment — is widely recognized as an important factor in promoting good health.

The waterfront environment, if it is to fulfil its role as a public resource, must be designed with those factors in mind and must be sensitive to the needs of all those who wish to live, work or visit there.

Therefore, the Royal Commission recommends that more attention be paid to the needs and safety of frequently ignored groups, including the disabled, older people, women, and children. There must be accessible public transit, pathways, washrooms, fishing piers, etc. Safety can be improved through lighting, patrols (mounted police are particularly appropriate in parkland settings), and site design. Landscaping must appeal to the senses of hearing, smell, and touch, as well as to vision, in order to create a richer environment for all people and to appeal especially to the elderly, the disabled, and children.

9. Many waterfront parks are dominated by a horticultural tradition based on manicured lawns, specimen trees, and flowerbeds. The "lawn and trees" landscape is valuable for some uses such as family picnics, unorganized games, or festivals and the special gardens, such as Rosetta McClain Gardens in Scarborough, are popular attractions. However, alternatives and an increased range of choices are necessary.

   With growing environmental awareness, people want more informal parkland, where there is no need to apply pesticides, water lawns or use energy–consuming mowing machines, and where they can find a more interesting environment, with an abundance of wildflowers, birds, and other wildlife. Humber Bay Park East is a good example of a park in which natural processes have been allowed to flourish, with interesting results.

   At the public hearings on environment and health, several naturalists' groups proposed development of a continuous green belt along the waterfront to link the wildlife habitats of existing natural areas. This could be achieved by requiring that the creation or redesign of any park should include some area in which there is natural landscaping for wildlife. This concept is explored further in the section of this chapter devoted to natural areas and wildlife.

   Therefore, the Royal Commission recommends that waterfront parks be planned and designed with a greater variety and quality of landscapes.

## G. Public Involvement

The public hearings held by the Royal Commission provided opportunities for people to express their concerns and hopes for the future of their waterfront. The availability of a forum to express points of view is one of the first steps in effectively involving members of the public. In addition, during the course of the hearings, the Commission heard about many other ways in which people would like to be involved.

In the present climate of intense public awareness of environmental issues, people want to ensure that decisions about planning and development are environmentally sound, that governments are held accountable for their actions, and that the environment is safe and healthy. They want to know what they can do to help, at home or at work, to improve environmental quality.

Clearly, public involvement has become an essential of our society. It depends on many factors and can take many forms: participation in decision–making; provision of information, advice, and legal assistance; education programs for adults and children; guidelines for living in an environmentally responsible way; rehabilitation projects and other activities.

## Recommendation

The Environment and Health Work Group's report described current opportunities for public involvement in waterfront planning and development, and analysed a number of key issues that tend to frustrate that process. The following conclusions and recommendations flow from this analysis, and from constructive suggestions made at the hearings.

The idea of establishing a resource centre for information and research about the waterfront was discussed by several deputants at the Commission's hearings.

At present, the public does not have the resources, expertise or organization necessary to deal with the complex issues related to the future of the waterfront. This places them at a disadvantage with government agencies, business groups, the development industry, the Olympic Council, and others, and reduces their influence on decisions that affect them. A waterfront advocacy centre could empower the public by providing them with the means to keep informed about current waterfront issues, to communicate with one another, to develop effective positions, and to monitor the implementation of plans.

Therefore, the Royal Commission recommends creation of a Waterfront Advocacy Centre to act as an information, research, and resource centre for general public use. Key aspects of the potential role and operation of a waterfront advocacy centre include the following.

- The centre should have a library/resource centre with research capabilities, which would enable it to produce newsletters and conduct seminars, assist residents in developing position papers, facilitate liaison between groups, and provide legal advice.
- It should be an independent, non–governmental organization funded by all levels of government, as well as by the private sector. Its board of directors should be drawn from local residents' associations and environmental groups.

## H. Environmental Assessment

The Commission heard many criticisms of the federal and provincial environmental assessment review processes, as they apply to waterfront projects. The Ontario *Environmental Assessment Act* was applied at Colonel Samuel Smith Park in 1980, at the Keating Channel in 1983 (with a 1984 addendum), at Tommy Thompson Park, and for the Ashbridge's Bay Water Pollution Control Plant expansion. However, the Commission notes that public components of the motel strip redevelopment in Etobicoke were not subjected to an environmental assessment review. The decision not to submit any part of this project to review under the *Environmental Assessment Act* by provincial environment minister Jim Bradley gives credence to the complaints of those who feel that Ontario's *Environmental Assessment Act* might better be called the "Environmental Exemption Act".

However, a review of the Province's *Environmental Assessment Act*, known as the Environmental Assessment Program Improvement Project (EAPIP), is currently under way: first, to examine the understanding and acceptance of environmental assessment, and second, to ensure that the program operates as efficiently and effectively as possible.

But the harshest criticisms heard at the Commission hearings were saved for the federal Environmental Assessment and Review Process (EARP), as it applies to waterfront projects. While acknowledging that a few studies were voluntarily undertaken by federal proponents, people pointed out that the results fell well short of a comprehensive assessment of the impact on the environment, and that few or no conditions on projects were stipulated. Furthermore, the EARP requires only limited public consultation. Finally — and in the context of the Toronto waterfront — several major landowners, including the THC, Harbourfront, and CN Rail, are not subject to EARP at present.

The inadequacies of the federal process are illustrated in an exchange between Ron Doering, the Commission's Counsel, and Simon Llewellyn, an official with Environment Canada, about the assessment undertaken for the THC's Outer Harbour Marina.

> Mr. Doering: How is the project any different now than if they hadn't prepared a couple of little documents and asked for your comment on them?
>
> Mr. Llewellyn: I don't think much, to be candid.

In fairness, the Commission recognizes that the EARP process is currently being strengthened and legislated, as a means of better integrating environmental and economic decision–making. As reported in *The Globe and Mail* on 20

June 1989, "Environment Minister Lucien Bouchard told the House of Commons yesterday that he will be introducing 'very, very, important' legislation on environmental assessment next fall."

### Recommendations

The Royal Commission makes the following recommendations in regard to environmental assessment processes:

1. The federal government, acting at the earliest moment, should strengthen and legislate the EARP process as a key step to improving environmental assessment of all federal undertakings.
2. The provincial Ministry of the Environment should complete its review of the *Environmental Assessment Act* as quickly as possible, and ensure that the revised process is clearly understood.
3. The federal and provincial governments should establish a process to avoid overlaps and duplications in environmental assessment processes applicable to the same project.

## I. The *Planning Act* and the *Environmental Assessment Act*

In the four days of hearings on health and the environment, the Commission heard many concerns about the shortcomings of the *Environmental Assessment Act*, and more particularly about the relationship between Ontario's two primary pieces of planning legislation, the *Planning Act* and the *Environmental Assessment Act*. While some deputants spoke about specific inadequacies of past environmental assessments, the key question was how environmental matters could be thoroughly integrated into the planning process, and how to decide whether the *Environmental Assessment Act* should apply to a particular project.

The Commission recognizes that the issue received more attention than it might otherwise have because of the current controversy about redevelopment of the Etobicoke motel strip. This project, which is a useful case study of problems and opportunities, has two separate but related components: commercial and high–density residential development on existing, privately–held lands; and redevelopment of the publicly–owned shoreline and embayment area. The latter would include lakefilling, and construction of a marina, shoreline roads, and open space areas.

Redevelopment of the shoreline is being planned co–operatively by the City of Etobicoke, the MTRCA, and developers. All lakefilling would be undertaken by the private sector, but once completed, the filled lands would be transferred either to the MTRCA or to the City of Etobicoke.

An Official Plan Amendment (OPA) to guide the redevelopment plan was prepared and adopted by Etobicoke City Council on 22 February 1988.

Shortly thereafter, Ruth Grier, Etobicoke–Lakeshore's MPP, asked that the Province's Minister of the Environment designate the redevelopment as an undertaking under the *Environmental Assessment Act*, because several components involve public lands and recreational amenities. The City of Etobicoke and others opposed an environmental assessment, arguing that it could defeat public–sector goals for rehabilitating the waterfront area and cause unnecessary duplication and extension of an already lengthy approval process.

The Minister subsequently sought the advice of his Environmental Assessment Advisory Committee, which was asked to include input from affected stakeholders. The Committee's background statement to the Minister said in part:

> Although the process established under the *Planning Act* is, at least potentially, capable of addressing these environmental concerns, the process does not

in practice ensure either that high priority is given to environmental issues, or that the cumulative effects of a set of projects or plans are adequately considered....

...the Committee does not believe that application of the *Environmental Assessment Act* to the residential and commercial redevelopment on the existing privately–held lands is the best response to these concerns. The environmental issues of concern about this private–sector redevelopment are essentially related to land use planning. The *Planning Act* established the process in Ontario for addressing these issues. In the Committee's view, it is not appropriate in this case to address concerns about the inadequacies of the planning process by imposing environmental assessment requirements.

The Committee also considered arguments by the three developers who are currently planning to undertake projects on the Motel Strip area, that application of the *Environmental Assessment Act* would unduly delay and threaten the viability of these projects. However, application of the Act to the shoreline redevelopment would only affect those projects which are linked to the shoreline. The City could choose to allow the redevelopment on the existing, privately–held lands to proceed separately from the shoreline redevelopment ...Moreover, no construction on the Motel Strip can begin until a number of government approvals have been secured. For example, the Ontario Municipal Board (OMB) must approve the OPA; a hearing date has not yet been scheduled. In addition, other project specific planning approvals would be needed. These may also require approvals by the Ministry of Natural Resources (MNR). MNR has not yet received any applications, and processing these applications would take, at minimum from four to six months. Environmental assessment of shoreline redevelopment could proceed during this time...Finally, these activities are likely to involve changes to the lakefront which will affect this valuable public resource for years to come. Concerns about significant environmental impacts should, therefore, outweigh any concerns regarding the urgency of redeveloping the area, particularly in light of the growing recognition of the need to integrate environmental and economic decision making. [Ontario Environmental Assessment Advisory Committee, *Request for Designation of Redevelopment of the Motel Strip Lands in the City of Etobicoke*, Report #33 to the Minister of the Environment (1988), 9, 16.]

The Committee's informative recommendations are as follows:

1. Redevelopment on existing, privately–held lands in the motel strip along the lakeshore between the Humber River and Mimico Creek in Etobicoke should not be subject to the *Environmental Assessment Act*. [Ibid, 1].
2. Shoreline and nearshore redevelopment, including lakefilling, dredging, and associated facilities, between the Humber River and Mimico Creek in Etobicoke should be subject to the requirements of the *Environmental Assessment Act*.
3. The provincial government should take on an active role to ensure the coordination of redevelopment of the motel strip lands with other waterfront redevelopments in Etobicoke and Metropolitan Toronto generally. This coordination should ensure that cumulative environmental and planning effects are addressed fully.

4. The Ministry of Municipal Affairs should review the planning process under the *Planning Act* to ensure that environmental concerns, including cumulative effects, are addressed comprehensively as part of that process, and the Ministry of the Environment should clarify when the *Environmental Assessment Act* should apply to official plans, official plan amendments, individual development projects, and sets of related development projects.
5. There should be a single environmental assessment for all of the shoreline and nearshore redevelopment, and the Metropolitan Toronto and Region Conservation Authority should be its proponent, or should act as coordinator if there is more than one proponent, for this environmental assessment.
6. Recommendations two and five should be implemented by making a regulation pursuant to the *Environmental Assessment Act*.

In the end, a decision was made not to subject any part of the redevelopment to a review under the *Environmental Assessment Act*. Instead, an agreement was hammered out amongst the City of Etobicoke, MTRCA, the ministries of the Environment and Municipal Affairs, and the developers. Under it, a study, to be known as the "Waterfront Public Amenity Scheme", would be developed to address various urban design and environment issues, all in support of the previously adopted OPA. Public consultation would constitute an important component of the study. Ruth Grier described the agreement as:

> ...Something which, in my humble opinion, should have been done long before the official plan amendment was adopted by the City...So we have two public agencies embarking on a study well after the fact. They have made their development

> decisions of the impact on the environment and on the planning decisions that have been made. [Ruth Grier, MPP for Etobicoke–Lakeshore, 26 April 1989.]

Interestingly, the agreement, which has been okayed by all parties, will ensure a more thorough review of environmental issues than they otherwise would have, but in the context of the *Planning Act*, not the *Environmental Assessment Act*.

The *Planning Act* requires a municipality to have due regard for relevant social, economic, and environmental matters when preparing a plan, or amendments to a plan. Why not, then, strengthen the *Planning Act* so that there are no ambiguities or potential for misinterpreting what constitutes due regard?

## Recommendation

The Commission recommends that the Ministry of Municipal Affairs amend the *Planning Act* to ensure that environmental concerns are more thoroughly identified and addressed, as part of the planning process. The Commission is of the opinion that, by giving greater weight to environmental matters in developing official plans and related amendments, as well as in considering development applications, provincial, regional, and municipal governments will have the opportunity to integrate the concept of sustainable development into the planning process.

Sustainable development, recommended in the report of the World Commission on Environment and Development, *Our Common Future*, calls for environmentally sustainable economic development, treating resources on the basis of their future, as well as their present value. The concept has been formally accepted by the Government of Canada. Clearly, it should be applied across the province, not just to the Toronto waterfront. Accordingly, the Commission's recommendation has relevancy on a provincial scale.

## 2. Conclusions and Recommendations

### A. Recommendations

Environmental and health problems are crucial to the future of the waterfront, as they are nationally and globally. The following is a compilation of recommendations in the various sections of this chapter.

#### Lakefilling

The Commission recognizes that the lakefilling projects developed along Toronto's waterfront in the past 25 years have benefited the public: they have provided marina facilities and a diverse array of passive recreational opportunities, enhanced fish and wildlife habitat, and increased overall access to the Lake Ontario shoreline. However, the trade–off for those benefits has been environmental change, some of it potentially damaging in the long term.

The Commission believes the time has come for a comprehensive evaluation of the consequences of lakefilling. Lakefilling is to be completed at Colonel Samuel Smith Park later this year; the Leslie Street Spit is to be finished in two to three years; and, in using lakefill at the Spit, the Toronto Harbour Commissioners will permit only that material which passes the Metropolitan Toronto and Region Conservation Authority's most restrictive open–water guidelines. In light of those facts, the Commission recommends:

1. A moratorium on all new lakefilling should be declared until a comprehensive policy is developed, based on the Ministry of the Environment's current review of methods, quality controls to be applied in all lakefilling projects, and

development of its sediment quality guidelines. In recommending a moratorium, the Commission recognizes that some exemptions may be necessary for extraordinary projects; these should be determined by an exemption process that would be established jointly by the provincial MOE and Environment Canada, and should be based on public consultation and review.

2. Current projects such as Colonel Samuel Smith Park should follow the THC's standard of using only fill that meets the MTRCA's most restrictive open–water disposal guidelines.

3. Once the moratorium has been lifted, all individual lakefilling projects, including private–sector developments, should be subject to thorough environmental appraisals. Such reviews could take place under Ontario's *Environmental Assessment Act*, a revised federal Environmental Assessment and Review Process (EARP), or the *Planning Act*, if the latter is strengthened to address environmental concerns thoroughly. (See recommendations dealing with the *Planning Act* and the *Environmental Assessment Act*.)

## Impact on the Watershed

1. The Commission recommends that the provincial Ministry of the Environment and Environment Canada move urgently to prepare and implement the Metro Toronto Remedial Action Plan (RAP). Efforts should be made to reduce the time for doing so and should involve the public more effectively than is now being done, perhaps in line with suggestions made by Ruth Grier.

2. The responsible environmental protection agencies should not wait for the RAP to be completed and should take remedial action in keeping with recommendations for watersheds made as part of the Toronto Area Watershed Management Strategy (TAWMS) or other studies.

3. Approval of new developments in the Toronto area watersheds should be based only on the best economically achieveable technology.
4. The moratorium on lakefilling should not be lifted until the Metro Toronto RAP has been approved. Maintaining the moratorium would make it necessary to establish priorities in pollution abatement, to define resource requirements, to schedule remedial action, to obtain secure cost commitments, and to monitor programs. It makes no sense to allow further lakefilling and dredging according to restrictive protocols and guidelines while contaminated waters continue to pour into the waterfront.

### Natural Areas

The Environment and Health Work Group's description of current conservation programs identifies key issues that threaten the future of natural areas on the waterfront. Based on those, as well as on the work of the other work groups, and submissions at the public hearings on environment and health, the Royal Commission makes the following recommendations:

1. All existing natural areas along the waterfront and in the river valleys should be safeguarded in perpetuity.
2. There is a need for a green belt, created from an integrated system of nodes and linkages, across the Toronto waterfront. In order to help reach that goal, public authorities should set an example on their own lands, while private landowners, including industrial and commercial users, should be encouraged to follow suit. Developing a green belt would involve redesigning existing landscapes, and, where land uses are changing, would require developers to include elements of the natural landscape in areas to which the public has access. In that way, every new development would contribute to the creation of the green belt.

A continuous green belt of wildlife habitat should be created along the entire waterfront, to include a combination of existing natural areas, newer naturalized areas on public parkland, industrial and commercial lands, hedgerows along narrow bands where space is limited, and wildlife gardens in residential neighbourhoods.

3. Naturalization should be adopted as a standard element of park landscape design on the waterfront.

   There is a need for a comprehensive re–evaluation of recreational and educational requirements and activities in the entire Outer Harbour area. Rather than placing all the facilities together, the MTRCA, the City of Toronto, and the THC should make provisions to distribute the sailing–club facilities, interpretive centre, and parking lots on the north shore, in the new marina, and at the base of the Spit, leaving the Leslie Street Spit as an urban wilderness.

4. In that regard, the Royal Commission recommends that the Leslie Street Spit be recognized and protected as an urban wilderness park. In this context, "urban wilderness" is defined as an extensive area where natural processes dominate and where public access, without vehicles, provides low–key, low–cost, unorganized recreation and contacts with wildlife.

5. The Royal Commission recommends that the Rouge River Valley be protected as a natural heritage park. Therefore, the Province should co–operate immediately with the federal government in establishing such a park, as outlined in the proposal of the group known as Save the Rouge Valley System.

   The Commission further recommends that the City of Scarborough review proposed official plan amendment 712 to ensure that the types and scale of permitted uses are compatible with the protection of a regional natural environment.

6. The Royal Commission recommends that Humber Bay Park East be protected as a significant regional open space, providing for a mix of low–key recreation uses. The MTRCA should reject the proposal to locate the Seaquarium in the Park, because placing it there is incompatible with the Park's use as a passive regional open space. Instead, as recommended in the Royal Commission's publication number 4, *Report of the Parks, Pleasures, and Public Amenities Work Group*, the Seaquarium should be located on the motel strip.

### Heritage

1. The Province should develop and implement a waterfront–wide heritage preservation policy, a co–ordinated effort involving all levels of government and the public. In developing the policy, the following considerations should be taken into account:

   (a) Opportunities to preserve heritage should be a priority in all plans for redevelopment on the waterfront. Specific proposals along these lines should be a prerequisite for planning approval.

   (b) An essential ingredient of all plans should be adaptive re–use of old buildings, sensitively undertaken, *without* removing all signs of age and former use.

   (c) There should be an appropriate balance between the old and the new, which would result in a landscape with a depth and meaning that cannot be achieved with elements from only one period.

   (d) The definition of waterfront heritage should be broadly based, to include not only grand buildings, but also the ordinary, the industrial, the water's edge, buildings that are associated with history, neighbourhoods, working districts, and individual elements of our marine and industrial heritage.

   (e) There is an opportunity to incorporate the concept of "heritage years": the Ontario Ministry of Citizenship and Culture is considering commemorating, between 1991 and 1993, significant anniversaries in the province's history.

(f) Increased co–operation and commitment from governments, the private sector, and voluntary groups will be essential to ensure that the new heritage policy is successfully implemented.

2. The Canada Malting Complex should be preserved as a major historic feature of the waterfront.
3. The heritage values of the Lakeshore Psychiatric Hospital and associated grounds should be preserved by using the site for compatible institutional, cultural, and recreational purposes.
4. Any plans for the Port Industrial District should include heritage preservation as a priority element.

### Public Access

The following recommendations by the Royal Commission are based on submissions to the public hearings on environment and health; the recommendations contained in the reports of the Environment and Health, Housing and Neighbourhoods, Access and Movement, and Parks, Pleasures and Public Amenities work groups; and the Commission's publication number 6, *Persistence and Change: Waterfront Issues and the Board of Toronto Harbour Commissioners*.

The Royal Commission recommends:

1. The development of recreational facilities in the Outer Harbour Area should be frozen, pending a comprehensive analysis of the distribution and intensity of land– and water–based recreational uses.
2. Sailors and windsurfers, for whom the Outer Harbour is an irreplaceable resource, should be given a permanent home on the north shore and/or in the new marina.

3. Interpretive facilities and parking should be accommodated at the neck of the Leslie Street Spit. There should be no private vehicular access to the Spit, with the exception of access to the Aquatic Park Sailing Club, as under the existing arrangements.

4. Opportunities to improve public transit access, such as use of a trackless train, should be explored, so that the Spit can be enjoyed by older people, the disabled, families with young children, and other members of the public.

5. The water's edge along the Toronto waterfront should be in the public domain. In order to achieve that goal, transfer of waterfront land to public ownership should be a non–negotiable feature of all future development on the waterfront.

   (a) Public authorities should mount aggressive programs of waterfront acquisition.

   (b) Municipalities should consider zoning properties adjacent to the water as open space, regardless of current use, in order to shape a public waterfront for the future.

   (c) When a property comes up for sale, the municipality or the MTRCA should be prepared to buy it, at current market value for its existing use.

   (d) There should be no further sale of lands on the waterfront currently held in public ownership (federal, provincial or municipal).

6. The Royal Commission recommends that areas of public open space along the waterfront should be generous enough in width, and accompanied by sufficient water's–edge setbacks, to ensure meaningful public use. Standards for the minimum width of public spaces should be established and linked to building setbacks; narrower bands should nonetheless be wide enough to be used in their own right for such activities as walking and cycling, as well as providing links with larger, nodal open areas.

7. The Royal Commission recommends that waterfront development for housing, commercial, industry or other uses not be permitted to establish visual or physical barriers to the water; therefore, high-rise development should not be permitted on the waterfront.

8. The Royal Commission recommends that any proposals for lakefilling be evaluated in terms of their potential impact on public access and enjoyment of the waterfront, so that existing resources are not destroyed.

9. The Royal Commission recommends that all those agencies and organizations with responsibility in the matter work to establish an appropriate balance between regional and local interests.

10. Public transit to waterfront facilities should be improved, in part by strengthening existing north–south and east–west systems, and by creating new ones. By offering better access to the waterfront for those without cars, or encouraging those with cars to leave them at home, enhanced public transit will contribute to a cleaner, healthier environment on the waterfront and in Toronto generally.

    The feasibility of having water taxis and ferry services to link different parts of the waterfront should be explored.

11. The Royal Commission recommends that more attention be paid to the needs and safety of frequently ignored groups, including the disabled, older people, women, and children. There must be accessible public transit, pathways, washrooms, fishing piers, etc. Safety can be improved through lighting, patrols (mounted police are particularly appropriate in parkland settings), and site design. Landscaping must appeal to the senses of hearing, smell, and touch, as well as to vision, in order to create a richer environment for all people and to appeal especially to the elderly, the disabled, and children.

The Royal Commission recommends that waterfront parks be planned and designed with a greater variety and quality of landscapes.

### Public Involvement

1. The Royal Commission recommends creation of a Waterfront Advocacy Centre to act as an information, research, and resource centre for general public use. Key aspects of the potential role and operation of a waterfront advocacy centre include the following.

   (a) The centre should have a library/resource centre with research capabilities, which would enable it to produce newsletters and conduct seminars, assist residents in developing position papers, facilitate liaison between groups, and provide legal advice.

   (b) It should be an independent, non–governmental organization funded by all levels of government, as well as by the private sector. Its board of directors should be drawn from local residents' associations and environmental groups.

### Environmental Assessment

The Royal Commission makes the following recommendations in regard to environmental assessment processes:

1. The federal government, acting at the earliest moment, should strengthen and legislate the EARP process as a key step to improving environmental assessment of all federal undertakings.
2. The provincial Ministry of the Environment should complete its review of the *Environmental Assessment Act* as quickly as possible, and ensure that the revised process is clearly understood.
3. The federal and provincial governments should establish a process to avoid overlaps and duplications in

environmental assessment processes applicable to the same project.

In considering the *Planning Act* and the *Environmental Assessment Act*, the Commission recommends that the Ministry of Municipal Affairs amend the *Planning Act* to ensure that environmental concerns are more thoroughly identified and addressed, as part of the planning process. The Commission is of the opinion that, by giving greater weight to environmental matters in developing official plans and related amendments, as well as in considering development applications, provincial, regional, and municipal governments will have the opportunity to integrate the concept of sustainable development into the planning process.

## B. A Watershed Approach

The Commission is persuaded that more must be done to protect Toronto's vital regional ecosystem. To begin, a broad evaluation is needed to ensure that sufficient open space is maintained and that its environmentally significant features are preserved.

The most effective mechanism for evaluating the environment would be an intergovernmental, regional management framework that included strong community involvement. The joint environmental audit of the THC lands and adjacent provincial lands, recommended earlier in this chapter, is vital to starting this process.

In order to be effective, the review will require a Declaration of Provincial Interest under Section 3 of the *Planning Act*, supported by appropriate ministerial orders. A recommendation to that effect is included earlier in this chapter.

More generally, the Commission recommends that, across the entire watershed, a "green" strategy be devised to preserve the waterfront, river valley systems, headwaters, wetlands, and other significant features in the public interest. Such a strategy would physically link the waterfront to the river valley systems which, in turn, would be linked by the preserved headwater areas. A continuous trail system would guarantee public access to these natural and open spaces.

# Appendix A

The following is a list of those who made submissions to the Royal Commission, at public hearings on the Toronto Island Airport, Harbourfront Corporation, the Toronto Harbour Commissioners, and on Environment and Health Issues.

## Toronto Island Airport

Transport Canada:
*R. Binnie*
*R. Coulas*

Metro Toronto Planning Department:
*R.J. Bower, Commissioner*
*Thomas W. Mulligan*

Toronto Airways Ltd.:
*Major–General Richard Rohmer*
*Michael Sifton*

*Marion Bryden, M.P.P.*
Beaches–Woodbine

Toronto Harbour Commissioners:
*Ian C.R. Brown*
*Alex Home*
*Peggy Wilson*
*Christopher Salecki*

City Express:
*Victor Pappalardo*
*Richard A. Wedge*

British Aerospace Inc.:
*David A. Allen*
*Ronald Bustin*

Shoreline Engineering Ltd:
*Jack Jones*

Ontario Place Corp.:
*Patricia Starr*

Canadian Business Aircraft Association:
*H.L. Swiggum*

Canadian Owners and Pilots Association:
*William Peppler*
*Russell Beach*
*M. Handcock*
*Dennis Kaye*
*Stephen Sherriff*
*Wayne Barrett*
*Howard Pearl*
*Glen Hadley*

Northstar Aircraft Co.:
*Manfred Humphries*

Heliplex Aviation Corp.:
*Irvine Hollis*

Central Airways Corp.:
*Brian Holmes*

*E.C. Marwick*

The Board of Trade of Metropolitan Toronto:
*George Grant*
*Peter Hermant*

*Martin Amber*

*Brenda Roman*

Toronto Island Residents' Association:
*David Harris*
*Bill Freeman*
*Mary Hay*

Harbourfront Residents' Association:
*William Philips*

*Michael Page*

City of Toronto Planning and Development Dept.:
*David Thomas*
*Gloria W. James*

Confederation of Residents' and Ratepayers' Association:
*Rhoda Finneron*

Toronto Historical Board:
*Scott James*
*Bill Greer*

Harbourfront Corp.:
*David Clark*

*Councillor Dale Martin*

*Councillor Jack Layton*

*Councillor Elizabeth Amer*

*Mayor Arthur C. Eggleton,*
City of Toronto

Airline Management Group:
*Ken Cumberland*

*Councillor Ila Bossons*

Harbour Square Residents' and Ratepayers' Association:
*Julian Smith*
*Keith Edwards*

Roncesvalles–Macdonnell Residents' Association:
*Helen Garland*
*Margaret Creswell–Weber*

*Joell Vanderwagen*

The Toronto Waterfront Council:
*John C. Davies*

*Abel Van Wyk*

Bathurst Quay Neighbourhood Association:
*David Charlesworth*

*Peter Lambert*

Citizens for a Safe Environment:
*Michael de Gruchy*

Metro Toronto Police Emergency Measures Planning:
*Staff Inspector T.J. Marchant*

*Robert Foor*

*Elka Stahr*

Province of Ontario Emergency Health Services:
*Graham Brand*
*Hank E. Brown*

## Harbourfront

Harbourfront Corp.:
*John Tory*
*Frank Mills*
*Con di Nino*
*Judith John*
*William Boyle*
*David Clark*

Harbourfront Residents' Association:
*Thomas McQuillan*

Bathurst Quay Neighbourhood Association:
*David Charlesworth*

Bathurst Quay (Cityhome) Tenants Association:
*Francis Gardiner*

Toronto Island Residents' Association:
*Freya Godard*

Magder Furs:
*Paul Magder*

Théâtre Français:
*John Van Burek*

T.C.C. Bottling Limited The Coca-Cola Bottling System of Canada:
*Richard B. Ramsden*

*June Callwood*

Cultural Support Services:
*John Miller*

Adams Spirits & Wines International:
*Ron Sloan*

*Cheryl Bradbee*

*Steve Heineman*

*Irene Taylor*

Public Focus:
*Julie Whitfield*

*Laura Donefer*

Wang Canada Ltd.:
*Laurie A. Jacklin*

J. Rabba Company Ltd.:
*Jack Rabba*

CJRT FM Inc.:
*Tom Fulton*

Swedish Women's Educational Association:
*Inga Ingram*

Ontario Film Institute:
*Gerald Pratley*

Ontario Federation for the Cerebral Palsied:
*Fred Gardner*

The Adventure Centre:
*Anne Fairley*

National Film Board of Canada:
*Gerry Flahive*

Goethe Institute:
*Dr. Rainer Lubbren*

Harbourfront Canoe School:
*Steve Magee*

Rendezvous for Seniors at Harbourfront:
*Les Digby*

The Board of Trade of Metropolitan Toronto:
*George Grant*

*Vanessa Harwood*

*Marc Glassman*

*David Perlman*

*Veronica Brown*

Council for Business and Arts in Canada:
*Arnold Edinborough*

*Lynda Kay Woodsworth*

Pier 4 Sailing School:
*Doug Maybank*

Ontario Black History Society:
*Lorraine Hubbard*

Theatresports Inc. York Quay Centre:
*Aubrey Pancer*

Dancevision:
*Audrey Cole*

*Shane Kjertinge*

*Martin Amber*

*Judith Tinkl*

Toronto Urban Studies Centre:
*Lorraine Clarkson*

*Rosanna Wong*

*Paul Wang*

*Khalid Hashmani*

*Michael C. Fortune*

Word Assembly:
*Rev. Rondo P. Thomas*

*Elizabeth Nielson*

*Councillor Jack Layton*

Lions Club of Toronto:
*Robert B. Townsend*

Toronto Field Naturalists
*Melanie Milanich*

COFTM/Centre Francophone:
*Anne-Marie Couffin*
*Omere Deslauriers*

## Harbourfront *(continued)*

Harbourside Co-operative Homes:
*Sandra Cowan*

Harbourfront Antique Market:
*Norman Paul*

Toronto Early Music Centre:
*Valerie Weeks*

Mary's Silk and Things:
*Mary Wright*

The Friends of Waterfront Parks:
*Patrick J. West*

Toronto Artscape Inc.:
*Judith Stephens-Wells*

Metropolis:
*Richard E. Rotman*

Toronto Historical Board:
*Scott James*
*Ian Vincent*

Food Vendors Assoc.:
*Peter Bougadis*

Food Vendors Assoc.:
*Fred Heywood*

Food Vendors Assoc.:
*James Vavaroutsos*

Food Vendors Assoc.:
*Thomas Manolakas*

Food Vendors Assoc.:
*Chris Blue*

Games by the Water:
*Walter Hnatiw*

Remarkable Communications Ltd.:
*Robert Ramsay*

Live It Up – CTV Television Network Ltd.:
*Diane Buckner*

*Councillor Dale Martin*

Bathurst Quay Place Ltd.:
*Valerie A.E. Dyer*

The Whaler's Group:
*Walter Oster*

Fleck Manufacturing Inc.:
*J. D. Fleck*

*William Rosart*

The Toronto Harbour Commissioners:
*Ian C.R. Brown*

*E.H. Zeidler*

*Alison Parsons*

*Adrienne Clarkson*

*M. Warnes*

Asterisk Film and Videotape Productions Ltd.:
*Heather MacAndrew*
*David Springbett*

Island Flowers:
*John C. Chan*

*David Mirvish*

*Rosina King*

Harbourfront Charter and Tour Vessel Operators:
*W. Carl Lovas*
*Don Connolly*

F & N Yacht Service Ltd.:
*Nick Schonstedt*

The Queen's Quay Community Church:
*Rev. Philip Edwards*

Toronto Board of Education:
*Edward N. McKeown*

Harbourside Sailing School Club and Charter:
*Alan B. Redfern*

*Patricia Young*

*Rocco Romualdi*

*Graeme Gibson*

*Cynthia M. Nambudiri*

Equity Showcase Theatre:
*Christine Moynihan*

Baird/Simpson Architects:
*George Baird*

Dominion Rabbit and Cavy Breeders Association:
*Helen Farley*

*K.L. McReynolds*

*Ian Kilgour*

Frontier College:
*John Daniel O'Leary*

## Toronto Harbour Commissioners

Metro Toronto and Region Conservation Authority:
*William McLean*
*Brian Denney*

Labour Council of Metro Toronto and York Region:
*Anne Swarbrick*
*for Linda Tourney*

Ontario Sailing Association:
*Alf Jenkins*

Oshawa Harbour Commission:
*Donna P. Taylor*

South East Toronto Industrial Awareness Organization:
*T.F. Chandler*

Friends of the Spit:
*Jacqueline Courval*
*John Carley*

Independent film maker:
*Michael Bulatovich*

*Councillor Dale Martin*

Transport Canada:
*Don Morrison*

*Councillor Jack Layton*

Ontario Hydro:
*Ken Snelson*

Toronto Hydro:
*Thomas Bell*

Botany Conservation Group, University of Toronto:
*K. Kavanaugh*

Outer Harbour Sailing Federation:
*Frank Loritz*

The Board of Trade of Metropolitan Toronto:
*Peter Hermant*
*George Grant*

Outer Harbour Sailing Club:
*Wendy Joscelyn*

Committee for a Boardsailing Centre in the Outer Harbour :
*John Darling*
*David Johnson*
*John Parker*
*Rob Colli*
*Bob Bonner*
*William Cook*
*John Oliver*

The Water Rats Sailing Club:
*Tom Camps*
*T. Blue*
*Peter Thomas*
*Terry Neilson*

Toronto and Area Council of Women:
*Donna McHoull*

*Boris Mather*

Media House:
*James Robertson*

Outer Harbour Centreboard Club:
*John Oliver*

Certified Vessel Association of Toronto:
*Robert Bickerstaff*
*Sharon Smalley*

The Toronto Harbour Commissioners:
*Betty Disero*
*Ian C.R. Brown*

*Martin Amber*

## Environment and Health

*Mayor Hazel McCallion,*
City of Mississauga

Canadian
Environmental Law
Association:
*Sarah Miller*

Roncesvalles–
Macdonnell Residents'
Association:
*Margaret Cresswell–Weber*
*Helen Garland*

Botany Conservation
Group, University of
Toronto:
*Verna Higgins*

Metro Toronto and
Region Conservation
Authority (MTRCA):
*William McLean*
*William Foster*

Harbourfront Residents'
Association:
*William Rosart*

Outer Harbour
Sailing Club:
*Wendy Joscelyn*

Ontario Science Centre:
*Paul Terry*

Canada Malting
Redevelopment Group:
*Bryan Burns*

Lakefront Owners'
Association:
*Douglas Martin*
*Flora Voisey*

Friends of the Spit:
*Victoria Carley*

Toronto Historical
Board:
*Scott James*

Marine Heritage Society
of Ontario:
*Dr. Bryan Kerman*

Toronto Challenge Cup
Steering Committee:
*Bruce Holland*
*Timothy McGee*

Toronto Ornithological
Club:
*Elizabeth Jefferson*

Environment Canada:
*Elizabeth Dowdeswell*

*Ruth Grier, M.P.P.*
Etobicoke–Lakeshore

Toronto Boardsailing
Club:
*John Darling*
*Michael Raydon*
*David Johnson*
*Raynes Coby*
*Richard Pratt,*
*Nicholas Gobel*

Lakeshore Ratepayers' &
Residents' Association:
*Robert Gullins*

Citizens for a Safe
Environment:
*Michael de Gruchy*

The Board of Trade of
Metropolitan Toronto:
*George Grant*
*John Shepherd*

Renewable Dynamics
Inc.:
*Nicholas Teekman*

*Councillor Elizabeth Amer*

Trans Action Coalition:
*Joyce Main*

Toronto Field
Naturalists:
*Eileen Mayo*
*Helen Juhola*

*Pauline Browes, M.P.*
Scarborough Centre

*Councillor Dale Martin*

Metro Toronto RAP:
*Douglas Andrews*

Public Advisory
Committee:
*John Maher and*
*Peter Hare*
*for James Martin*

Toronto Island
Residents' Association:
*Madelaine McLaughlin*
*Caroline Underwood*

Harbourfront Corp.:
*Robert Brown*

*Martin Amber*

*David Perlman*

*Albert Smith*

*Sharon Kerr*

*Boris Mather*

*Peter Lambert*

*Peg Lush*

# Appendix B

## The Canadian Waterfront Resource Centre

Background studies used in preparing this and other publications of the Royal Commission, including its work group reports and staff studies, have been collected by the Canadian Waterfront Resource Centre, the research and education arm of the Royal Commission on the Future of the Toronto Waterfront. The Centre also provides the general community with information on all facets of waterfront development.

It has more than 2,000 books, periodicals, pamphlets, and clippings dealing with land use, economic development, housing, environment, public health, urban planning, transportation, parks, and recreational facilities. Because there are many other cities and towns across Canada that have similar waterfront–related opportunities and face similar problems, the Centre's collection includes a range of information about the ways in which various communities use lands adjacent to water.

The Canadian Waterfront Resource Centre publishes a regular newsletter, which is available without charge to interested persons and organizations. The newsletter includes information on current issues and on library acquisitions related to the Toronto waterfront. Over the past year the Royal Commission on the Future of the Toronto Waterfront has been very active and, in conjunction with the Canadian Waterfront Resource Centre, it has published the following reports: *Environment and Health: Issues on the Toronto Waterfront; Housing and Neighbourhoods: The Liveable Waterfront; Access and Movement; Parks, Pleasures, and Public Amenities; Jobs, Opportunities, and Economic Growth; Persistence and Change: Waterfront Issues and the Board of Toronto Harbour Commissioners;* and *The Future of the Toronto Island Airport: The Issues.*

Thanks to the Scott Library at York University and to professors Roy Merrens (Department of Geography) and Gene Desfor (Faculty of Environmental Studies), York University's Ports Collection, a superb collection of books, reports, journal articles, clippings, and maps on waterfront issues has been loaned to the Commission, which is preparing a detailed catalogue.

The Resource Centre will continue to serve the Royal Commission; its collection will be available for in-house use only at 207 Queen's Quay West, Suite 580, from 9:00 a.m. to 5:00 p.m. Monday to Friday and on Wednesdays until 9:00 p.m.

All inquiries should be referred to:

Royal Commission on the Future of the Toronto
Waterfront
Canadian Waterfront Resource Centre
207 Queen's Quay West, Suite 580
Toronto, Ontario
M5J 1A7

(416) 973-7185

Librarian: Monica Morrison

Library Assistant: Janet Hollingsworth

Records: Charity Landon

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